



# City of Plymouth

## 2022–2042 Comprehensive Plan

A PLAN FOR THE FUTURE OF PLYMOUTH





# City of Plymouth

Sheboygan County, Wisconsin

## *2022–2042 Comprehensive Plan*

ADOPTED:  
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Prepared by:

Bay-Lake Regional Planning Commission

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# Introduction

Plymouth is an incorporated city, centrally located in Sheboygan County, Wisconsin. Plymouth boasts a small-town atmosphere with urban amenities, a vibrant and evolving downtown, and thriving neighborhoods. Over the next 20 years, the City of Plymouth will use this comprehensive plan to continue to respond to and improve upon the community's growth and development issues and opportunities.

## Purpose of the Comprehensive Plan

This comprehensive plan is the City of Plymouth's key planning and policy tool to guide decision-making from 2022 through 2042. The plan is intended to reflect the community's priorities and shared vision for future growth and development.

The City of Plymouth is legally obligated to have a comprehensive plan. Wisconsin's Comprehensive Planning Law (Wis. Stats. 66.1001) requires every governmental jurisdiction that regulates the use of land through a land division ordinance, shoreland zoning ordinance, general purpose zoning ordinance, or official map to have an adopted comprehensive plan. As part of these requirements, a comprehensive plan must be updated every 10 years at minimum.

Prior to the establishment of this document, the City of Plymouth last updated its comprehensive plan in 2011. Given existing statutory requirements, the City of Plymouth was ready for a plan update. However, the purpose of this plan is intended to address more than state requirements. It is meant to ensure the City of Plymouth's policies, which guide development and funding decisions, still align with the community's goals and vision for growth.

Accordingly, this plan establishes and documents a vision, goals, objectives, and policies to guide decision-making in Plymouth over the next 20 years. It also documents the fact base to support this plan's policies, any future changes to the zoning code, and planning efforts undertaken through 2042.

## Planning Process

The Bay-Lake Regional Planning Commission (BLRPC) prepared this plan with assistance and participation from the City of Plymouth (including its staff and Plan Commission) and the citizens and stakeholders of Plymouth. The City of Plymouth and the BLRPC kicked off the planning process in July of 2021. The entire process lasted through the end of 2022, and it involved:

- The review of past, relevant planning efforts led by the City of Plymouth and other entities. Plans reviewed included Plymouth's previous comprehensive plans (2001 and 2011), Sheboygan County's existing comprehensive plan (2009), the Sheboygan County Land and Water Resource Management Plan (2015), the Bay-Lake Region's Comprehensive Economic Development Strategy (2017), the Mullet River Corridor Study (2018), Plymouth's Stormwater Management Plan (2019), the Sheboygan County Hazard Mitigation Plan (2021), and the City of Sheboygan's Affordable Housing Market Study (2021).
- The review of Plymouth's existing zoning ordinance and map.
- Discussions with City of Plymouth staff (specifically around the topic of future facility needs and known infrastructure gaps), Sheboygan MPO staff (about transportation issues and opportunities), and Sheboygan County Economic Development Corporation (about housing and economic development needs).
- Discussions with the City of Plymouth's Plan Commission. Plymouth's Plan Commission received updates about the comprehensive plan at several meetings throughout the planning process. At these meetings, the Plan Commission had the opportunity to ask questions and provide feedback on the plan elements as well as the plan's goals, objectives, and policies.
- Stakeholder engagement and public outreach, which is discussed in more detail in the following section.
- Technical analysis, using data from multiple sources including the State of Wisconsin, the U.S. Census Bureau, and other publicly available data from public and private sources.



While this planning process is now complete, the City of Plymouth should review this plan annually and update it every ten years, or when officials, the public, or stakeholders identify a pressing need. Completing updates will allow Plymouth to integrate new ideas, developments, and outcomes not known at the time of this planning process.

## Outreach and Engagement

A comprehensive plan, while rooted in technical analysis, is also extensively based on the community's local values. To ensure that this document is a statement of the community's values, the City of Plymouth and the BLRPC solicited input from the public, stakeholders, Plymouth's Plan Commission and elected officials, and City of Plymouth staff.

The project relied on a range of activities and efforts to access community input. The following summarizes the primary engagement and outreach activities.

- **Community Survey:** The BLRPC developed an online, community survey. The survey allowed respondents to share their perspectives about Plymouth and to help the project team identify Plymouth's strengths, issues, and opportunities. The community survey was open from August 16, 2021 to September 12, 2021. Survey results are available at the Plymouth City Hall upon request.
- **Public Hearing and Comment Period:** The planning process accommodated one public hearing and a corresponding 30-day public comment period. The hearing was held on August 4, 2022. The City noticed the meeting at least 30 days before the hearing being held.
- **Plan Commission Meetings:** The planning process accommodated seven meetings with the City of Plymouth Plan Commission. Commission members received elements of the comprehensive plan to review and comment on prior to each meeting. The purpose of these meetings were to receive feedback and direction on the content of the plan as it was developed.
- **Public Open Houses:** The BLRPC facilitated two public open houses to communicate project status and to highlight key findings of the project to the public. The open houses were intended to be informative and educational. They allowed the project team to collect valuable feedback from the public. The open houses were held on September 2, 2021 and August 4, 2022.

# Goals and Objectives

The culmination of this plan is a set of goals and objectives to guide decision-making regarding growth and development in Plymouth through 2042. This section documents these guiding elements.

## Plymouth’s Vision for 2042

Plymouth’s vision for 2042, as documented below, was established through public outreach and engagement. It reflects the community’s values and shows what the community wants to be in 2042.

Plymouth is a welcoming and inclusive place for families, businesses, and visitors. Rich in opportunities, visual continuity, and charm, Plymouth stands out in the region as an attractive place to live, work, and play.

Results from Plymouth’s Community Survey: “In the future, I want Plymouth to be...”



**Plymouth offers a unique sense of place.**



Plymouth preserves and enhances the valuable natural and cultural resources unique to the city.

**Plymouth is inclusive to all people.**



The City of Plymouth is inclusive in its decision-making efforts throughout the community.

**Plymouth's built environment enables healthy lifestyles.**



Plymouth is a great place to live because of the many creative, cultural, and leisure spaces and outlets located and offered throughout the city.

**Plymouth manages growth in a sustainable and fiscally responsible manner.**



Plymouth's neighborhoods and districts are defined, interconnected, accessible, and meet the needs of residents and businesses. The city provides services in a sound, responsible manner.

## Goals and Objectives

This section organizes Plymouth’s planning goals and objectives. The goals and objectives are intended to be achieved through the implementation of actions outlined in this plan’s “Implementation” element.

### Housing

#### Goal:

- Provide safe, affordable housing for all Plymouth residents.

#### Objectives:

- Provide a range of housing sites in the City of Plymouth that meet the needs of persons of all income levels and of all age groups and persons with special needs.
- Identify the availability of land for the development or redevelopment of low-income and moderate-income housing.
- Encourage the maintenance or rehabilitation of the City of Plymouth’s existing housing stock.
- Encourage mixed housing neighborhoods that provide a range of housing types, densities, and costs, which maintain the predominantly single-family character of the community.
- Locate essential community facilities such as schools, churches, libraries, and community centers in strategic locations that provide convenient access to residential neighborhoods.
- Design neighborhoods that are well-served by sidewalks, bicycle routes, and other non-motorized transportation facilities.
- Encourage landowners to make suitable undeveloped areas available for new residential development as the need arises.
- Create attractive and safe neighborhoods that are well-served by essential municipal services and facilities (sanitary sewer, municipal water, stormwater management facilities, police, fire, etc.).

## Natural and Cultural Resources

### Goals:

- Protect natural resources in the Plymouth area.
- Enhance Plymouth's cultural identity

### Objectives:

- Strive to preserve and enhance environmental corridor features including waterways, floodplains, wetlands, groundwater recharge areas, steep slopes (greater than 12%), wildlife habitat, scenic vistas and woodlands through the adoption and implementation environmental protection zoning and subdivision ordinance standards.
- Promote best management practices (e.g., proper mowing, pest control, native plantings, safer pesticides) for public and private yards and landscaping that is safe, reduces runoff, and can improve curb appeal, and reduce maintenance costs.
- Require natural resource features to be depicted on all site plans and preliminary plats and certified survey maps to facilitate preservation of natural resources.
- Encourage the cleanup of contaminated sites that threaten the public health, safety, and welfare.
- Prevent the proliferation of low-density, unsewered development in the unincorporated areas around the City.
- Work with surrounding communities to encourage an orderly, efficient development pattern that preserves natural resources and minimizes conflicts between urban and rural uses
- Work with the local historic society or consider establishing a historic preservation commission to protect resources that contribute to Plymouth's character.
- Support community events and programs which celebrate the history and culture of Plymouth, in collaboration with the Plymouth School District, Chamber of Commerce, churches, clubs, recreational leagues, and other groups.

## Intergovernmental Cooperation

### Goal:

- Establish mutually beneficial intergovernmental relations with surrounding jurisdictions.

### Objectives:

- Develop a list of resources and services that are formally or informally shared between entities.
- Participate and communicate with neighboring communities (e.g., Sheboygan County and surrounding towns of Plymouth, Sheboygan Falls, Lima, and Lyndon) regarding planning projects, meetings and workshops, and mutual/regional planning activities that affect the city or region.
- Share completed plans and project success summaries with neighboring communities (e.g., Sheboygan County and surrounding towns of Plymouth, Sheboygan Falls, Lima, and Lyndon) as part of an ongoing initiative to improve communication.
- Consider boundary agreements, as necessary, with adjacent and overlapping jurisdictions to determine the future planning of Plymouth's extraterritorial area.

## Land Use and Growth Management

### Goals:

- Create an efficient and sustainable development pattern.
- Enhance and maintain neighborhoods in the City of Plymouth.
- Enhance and maintain the City's downtown area.
- Preserve and establish visually attractive development.

### Objectives:

- Ensure that conflicts between future and existing neighboring land uses are minimized with logical land use transitions and buffer-yards.
- Strive to achieve a desirable balance and distribution of land uses.
- Ensure all new development within Plymouth's long-term growth area to be served with the full array of municipal services, including sanitary sewer, storm sewer, municipal water, police, and fire service.
- Encourage collaboration between the City of Plymouth, Sheboygan County, and neighboring jurisdictions with regard to planning initiatives and development policies.
- Work jointly with the Plymouth School District to provide adequate recreational facilities and to avoid duplication of recreational facilities.
- Promote redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Design livable neighborhoods in Plymouth that are pedestrian and bicycle oriented and where possible.
- Whenever feasible, discourage high traffic volumes and speeds in residential neighborhoods.
- Develop and enforce property maintenance codes and outdoor storage codes to maintain neighborhood quality.
- When appropriate, design new neighborhoods so that they are centered around civic spaces such as parks, schools, churches, monuments, and similar features.
- Discourage incompatible land uses (e.g., high traffic generators, noisy or unaesthetic uses) from locating within or next to residential neighborhoods.
- Encourage the preservation of historically and architecturally significant structures in Plymouth.
- Provide for mixed use development in the downtown area.
- Encourage rehabilitation, redevelopment, and infill development of older areas in the downtown in a manner which respect's Plymouth's character, is compatible with surrounding uses, and improves overall appearance.
- Provide for continued public access along the Mullet River and millpond in and around the downtown.
- Establish/preserve attractive entryways into the community and passageways through the community.
- Work to implement the guidelines/standards of the **Downtown Design Strategy** (2022) in the downtown planning area for buildings, landscaping, signage, building materials, and parking lots.

## Economic Development

### Goal:

- Create efficient, well-designed employment centers and corridors.

### Objectives:

- Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
- Provide a generous supply of developable or redevelopable land for industrial, office, and commercial uses.
- Identify strategic locations for high quality industrial and office developments.
- Discourage unplanned, incremental strip commercial development.
- Periodically review signage, landscaping, site design, and related development standards for existing commercial, office, and industrial development areas.
- Provide necessary municipal services such as sanitary sewer, municipal water, and stormwater management facilities to strategic City growth areas.
- Limit premature development in areas which could benefit from detailed neighborhood or master plans.
- Encourage strong public-private investment in downtown improvements.
- Enhance the aesthetic quality of Plymouth employment centers and corridors.
- Encourage infill development on underutilized or blighted downtown properties.

## Transportation

### Goal:

- Provide a safe and efficient transportation system that meets the needs of all modes of movement including active transportation (pedestrians, bicyclists, etc.), motorists, trucks, and trains.

### Objectives:

- Ensure that transportation system improvements are coordinated with land development, especially in relation to future state highway 23 modifications.
- Coordinate multi-jurisdictional (city, town, county, state) transportation system improvements in the Plymouth area.
- Consider adopting an Official Map within the city limits and its extraterritorial planning area.
- Provide safe and convenient access between existing and planned neighborhoods, employment centers, schools, service centers, and recreational locations.
- Provide a quality transportation system in strategic city growth areas.
- Provide for adequate road capacities and road quality.
- Encourage regional transit service.
- Plan for a complete arterial road network around the city.
- Encourage pedestrian-oriented neighborhood designs as new developments are platted and existing neighborhoods are revitalized.
- Plan for and implement a comprehensive network of sidewalks and bicycle routes.
- Ensure pedestrian and bicycle accessibility when selecting sites for new public facilities such as schools, parks, libraries, and community centers.



## Utilities and Community Facilities

### Goals:

- Provide a cost-effective system of public utilities.
- Coordinate utility systems planning with land use and transportation systems planning.

### Objectives:

- Maximize the use of existing utility systems.
- Plan for an orderly extension of municipal utilities.
- Ensure that the City's utility system has adequate capacity to accommodate projected future growth.
- Identify an appropriate location for a shared fire station on the east side of Plymouth.
- Ensure that strategic City growth areas can be adequately served by municipal utility systems.
- Limit urban development in areas that cannot be easily or economically served with municipal utilities such as sanitary sewer, municipal water, and storm sewers.



# Population and Housing

Included in this Element:

- Population and Housing Summary
- Community Profile
- Housing Inventory
- Housing Costs
- Housing Affordability Considerations
- Future Demand for Housing



## Population and Housing Summary

This section summarizes Plymouth's housing needs to plan for over the 2022 to 2042 period. It is based on an analysis of Plymouth's historic demographic data, housing forecast, characteristics and performance of Plymouth's housing market, and input shared by the community.

Plymouth is a small city in Sheboygan County. It is home to over 8,900 residents (2020), and since 2000, its population base has grown by more than 1,000 people. Wisconsin's Demographic Services Center and Wisconsin's Department of Workforce Development also projects that Plymouth's population and regional employment will continue to grow through 2042. Ensuring Plymouth has sufficient housing to accommodate growth will be a key planning issue to address over the planning period.

Population and employment growth in Plymouth will result in demand for about 1,007 new housing units. To accommodate this demand, a diverse array of housing options will need to be delivered in Plymouth at price points suitable for households at all income levels.

An evaluation of Plymouth's demographic characteristics and housing market helped to identify Plymouth's housing needs. Over the 2022 to 2042 planning period, the City of Plymouth should ensure there are opportunities for development of:

- **Housing affordable to very low-, low-, and middle-income households.** Plymouth has demand for 1,007 housing units, of which 635 units are needed to accommodate very low-, low-, and middle-income households (earning between \$23,000 to \$92,000 in 2019 dollars). These units should be prioritized in

Plymouth as they are commensurate with typical wages by industry in Plymouth (see Exhibit 41) as well as the median household income in Plymouth and Sheboygan County (see Exhibit 5).

To encourage the development of more affordable housing, the City of Plymouth may need to implement programs (e.g., TIF districts) to support and financially incentive the delivery of housing units at price points that are suitable to lower- and middle-income households in Plymouth.

- **A wider variety of single-family detached housing units.** Plymouth's share of single-family detached housing is small compared to Wisconsin's and Sheboygan County's. Plymouth's share of single-family detached housing also declined substantially from 2000 to 2019. While housing diversification provides many benefits, research shows that most households, when given the choice, prefer to occupy single-family detached housing, particularly in less urban areas. In Plymouth specifically, demand for this housing type is evidenced by the fact that single-family homes are selling at higher median prices in Plymouth, relative to other jurisdictions in the region. The City of Sheboygan's *Affordable Housing Market Study* (2021) also cited demand for single-family homes, and noted that recent development



**Cottage Cluster Housing and Narrow-Lot Single-Family House**

Image sources: Placemakers.com and John M. Vincent via OregonLive.com.

of this housing type has been insufficient to meet demand due to lack of land available for greenfield development. In general, greater production of this housing type in Plymouth may help to satisfy regional demand for single-family detached housing and regional demand for housing (generally) to accommodate employment needs/growth. It may potentially help to attract young families back to the city as well.

A wider variety of single-family detached homes may include traditional single-family homes, small-lot or narrow-lot single-family homes, cottage cluster housing, and manufactured and modular homes (on lots and in manufactured home communities).

- **Homeownership products, of all types and at all price points.** To address the city's limited supply of housing available for purchase and its declining homeownership rate, Plymouth will need more homeownership products, of all types and at a range of price points. Homeownership products might include single-family detached housing, single-family attached housing (townhomes), condominiums in the form of multifamily housing, and condominiums in buildings with mixed-uses.

Plymouth also has a need for smaller homeownership products (i.e., with two or fewer units). Smaller homeownership products can improve access to homeownership for smaller households. To the extent that these units are more affordable, they can also help to provide access to homeownership for households with less financial means. Further, they provide options to seniors and aging households who may be interested in downsizing into a smaller unit over the planning period.

- **Affordable rental housing, of all types and at all price points.** High rates of housing cost burden for renters signals a need for more affordable rentals, and a greater supply of rental housing more generally. Development of government-subsidized multifamily housing as well as plex housing (duplexes, triplexes, and quadplexes) could provide a range of financially attainable rentals in Plymouth.

Currently lacking in Plymouth's housing stock are larger rental units (i.e., units with three or more bedrooms). Larger rental units, at all price points, are needed to provide housing options to larger families and multi-generational households. In addition to rental units with more bedrooms, focus should also be placed on rental units with greater square footage. In the Midwest in 2020, the average size of a single-family home was about 1,264 SF more than the average multifamily unit.

- **Higher amenity rental housing.** In addition to underscoring a need for larger rental housing options, Plymouth's limited supply of higher-cost rental housing signals a gap in the availability of higher-amenity rental housing. Higher amenity housing provides households, with greater financial means, with the option of renting (temporarily or otherwise) in Plymouth. Given the tight supply of homeownership and single-family detached housing products, the availability of higher amenity rental housing could help to attract Millennials and young families to Plymouth.
- **Housing options specific for seniors.** Over the last two decades, Plymouth's and Sheboygan County's senior population (people aged 60 and older) has grown substantially. To accommodate the housing needs of seniors and provide more housing choices in Plymouth for seniors, the City of Plymouth will need to provide an opportunity for the development of age restricted retirement communities, nursing homes, assisted and independent living facilities, and smaller homes for seniors to downsize into. The City of Sheboygan's *Affordable Housing Market Study* (2021).

## Community Profile

Plymouth's community profile describes resident characteristics and household trends that influence housing choice, and therefore, the city's housing market.

**Plymouth's population is growing.** The community's population base has steadily increased over the last several decades (Exhibit 1). From 2000 to 2020, Plymouth gained 1,151 residents, which represents a 15 percent change and an average annual growth rate (AAGR) of 0.69 percent.

Plymouth's population base is affected by regional trends. For example, Sheboygan County has also grown, by more than 5,300 residents from 2000 to 2020. Notably, however, between 2000 and 2020, Plymouth's population grew at a faster rate (0.69 percent) compared to Sheboygan County (0.23 percent) and Wisconsin (0.47 percent), (Exhibit 1).

**Plymouth's population is forecast to continue growing through 2040.** Wisconsin's Demographic Services Center forecasts that Plymouth will have a population of 9,785 people by 2040 (representing a gain of about 853 people between 2020 and 2040), (Exhibit 2). This growth accounts for a 10 percent change, or an AAGR of 0.46 percent.

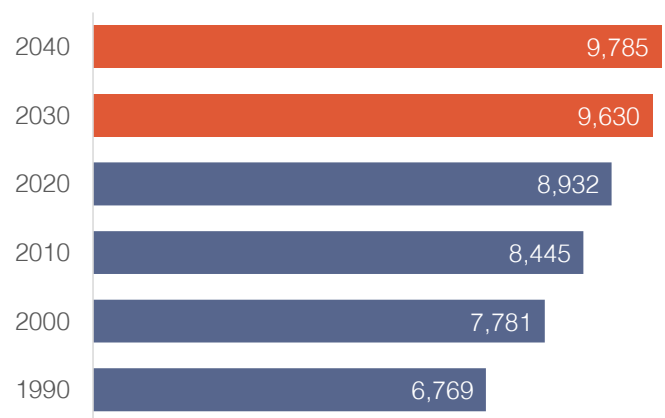
**Plymouth's residents are getting older on average, consistent with state and regional trends.** The median age in Plymouth increased by six years (16 percent), from 37 years in 2000 to 43 years in 2019. This trend is predominately due to growth in Plymouth's and Sheboygan County's senior population (residents 60 years of age and older). Between 2000 and 2019, Plymouth's senior population increased by 47 percent, while Plymouth's youth and young adult population declined by four and seven percent (Exhibit 3).

**This plan anticipates continued growth in seniors over the planning period.** Based on a 2018 National Home and Community Preference Survey, most seniors want to remain in their current residence or community as long as possible (AARP). Plymouth will need a range of housing options to accommodate growth in seniors including age restricted retirement communities, nursing homes, and smaller homes for seniors to downsize into.

**Exhibit 1. Historic Population Trends, Plymouth, Sheboygan County, and Wisconsin, 1990 through 2020**

	Plymouth	Sheboygan County	Wisconsin
1990	6,769	103,877	4,891,769
2000	7,781	112,646	5,363,675
2010	8,445	115,507	5,686,986
2020	8,932	118,034	5,893,718
Change 2000 to 2020			
Number	1,151	5,388	530,043
Percent	15%	5%	10%
AAGR	0.69%	0.23%	0.47%

**Exhibit 2. Population Trends and Projections, Plymouth, 1990 through 2040**



**Exhibit 3. Population Change by Age Cohort, Plymouth, Sheboygan County, and Wisconsin, 2000 to 2015–2019**

Age Cohort	Population Change (2000 to 2015–2019)			
	Plymouth		Sheboygan County	
	Number	Percent	Number	Percent
Under 20	-93	-4%	-3,496	-11%
20 to 39	-153	-7%	-3,354	-11%
40 to 59	351	18%	995	3%
60 +	704	47%	8,387	42%

**Plymouth’s households are getting smaller on average.**

Nearly three quarters (74 percent) of Plymouth’s households comprise one- or two-persons, up from 65 percent of households in 2000. In this time, Plymouth’s average household size decreased from 2.4 persons per household to 2.1 persons per household (Exhibit 4).

For additional context, data about Plymouth’s household compositions (2019) show that:

- 16 percent of households are single-persons (living alone) aged 65 years and older.
- 24 percent of households have children.
- 34 percent of married or cohabitating couple households have children, 66 percent do not.
- 15 percent of male/female householders with no spouse or partner present have children, 85 percent do not.

**Median income for households living in Plymouth is lower relative to Sheboygan County’s and Wisconsin’s.**

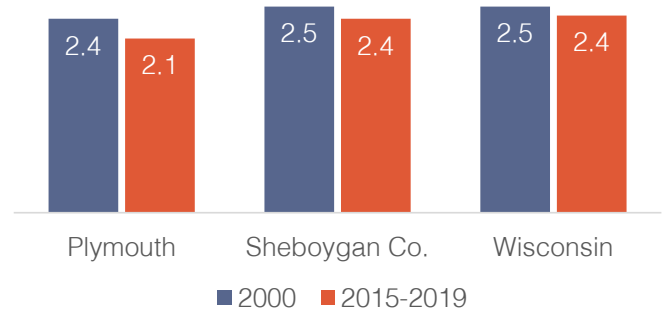
Plymouth’s median household income, as of 2019, was \$53,650 (Exhibit 5). On average and as of 2019, households in Plymouth earned about \$7,000 less than households county-wide and about \$8,000 less than households in Wisconsin overall.

After adjusting for inflation, Plymouth’s median household income decreased by 18 percent (about \$11,800) between 2000 and 2019 (Exhibit 5).

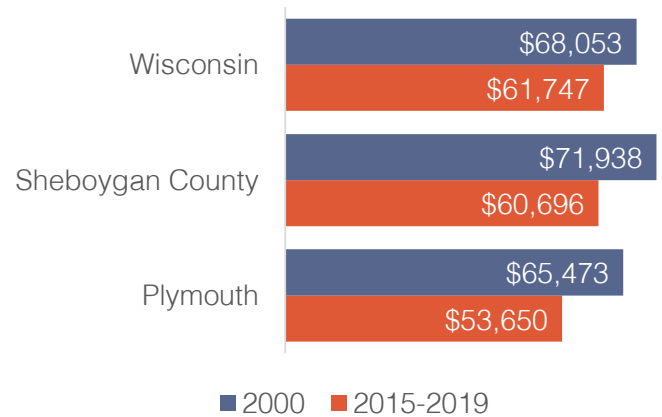
**About 20 percent of Plymouth’s households earn less than \$25,000 per year (Exhibit 6).** A \$25,000 annual household income, translates to an affordable housing cost of about \$625 per month.

In 2019, about 48 percent of Plymouth’s households earned less than \$50,000 per year, compared to 41 percent of Sheboygan County’s and Wisconsin’s households. About 32 percent of Plymouth’s households earned \$75,000 or more per year (Exhibit 6), compared to 39 percent of Sheboygan County’s and 41 percent of Wisconsin’s households.

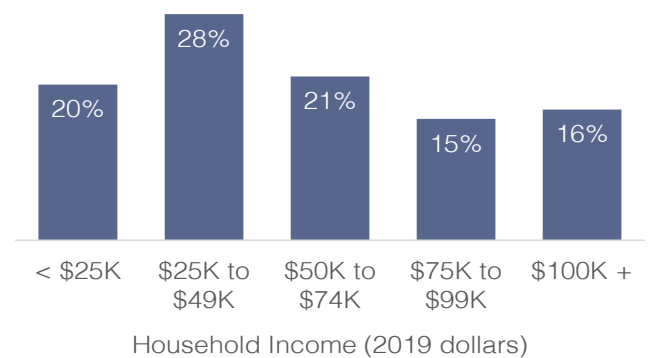
**Exhibit 4. Average Household Size, Plymouth, Sheboygan County, Wisconsin, 2000, 2015–2019**



**Exhibit 5. Median Household Income (2019 dollars), Plymouth, Sheboygan County, and Wisconsin, 2000, 2015–2019**



**Exhibit 6. Distribution of Household Income (2019 dollars), Plymouth, 2015–2019**



Sources: U.S. Census Bureau, Decennial Census (2000). U.S. Census Bureau, ACS 5-year data (2015-2019).

## Housing Inventory

This section describes Plymouth’s housing stock and occupancy characteristics. In some instances, it compares Plymouth’s housing market to regional/nearby comparators to understand Plymouth’s role within the broader region.

**Plymouth’s housing stock increased by nearly 900 dwelling units**, from 3,406 units in 2000 to 4,302 units in 2019. As of 2019, Plymouth had 1.07 housing units for every household, up from 1.04 in 2000.

**Over 70 percent of Plymouth’s housing stock was built before 1990.** Only about three percent of Plymouth’s housing stock (119 units) was built in 2010 or after (Exhibit 7). Despite an older housing stock, homes and residential uses in the community are well maintained.

**About half of Plymouth’s housing stock is single-family detached housing** (a category that includes manufactured homes). While development of single-family detached homes in Plymouth increased by over 100 units (from 2000 to 2019), its share decreased from 61 percent of Plymouth’s housing stock in 2000 to 51 percent in 2019 (Exhibit 8). For comparison, Plymouth also had a smaller share of single-family detached housing than Sheboygan County (68 percent) and Wisconsin (70 percent), as well as the Town of Plymouth and the Cities of Sheboygan and Sheboygan Falls (93, 59, and 58 percent respectively).

**Plymouth’s housing stock is diversifying.** Between 2000 and 2019, development of single-family attached housing (townhomes) and multifamily housing surpassed development of single-family detached housing. Thus, as of 2019, 59 percent of Plymouth’s housing stock was some form of single-family housing, down from 64 percent. In that time, 41 percent of Plymouth’s housing stock was some form of multifamily housing, up from 36 percent. Development of a wider variety of housing helps to meet a wider range of the community’s housing needs.

**The homeownership rate in Plymouth is declining.** In 2019, Plymouth’s homeownership rate was 59 percent, down from 64 in 2000. In 2019, Plymouth had a lower homeownership rate than Sheboygan County’s and Wisconsin’s, but a similar rate to the City of Sheboygan (Exhibit 9).

Exhibit 7. Year Housing Units were Built, Plymouth, 2015–2019

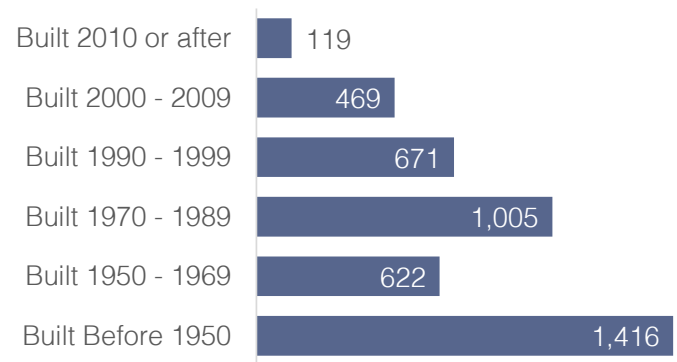


Exhibit 8. Change in Housing Mix, Plymouth, 2000 to 2015–2019

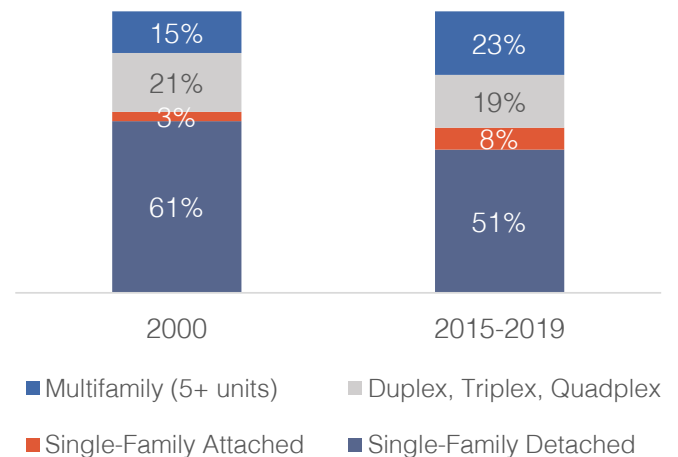
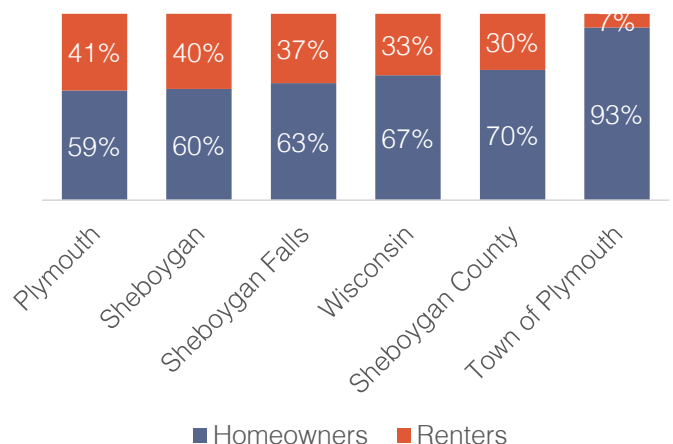


Exhibit 9. Housing Tenure, Plymouth and Comparison Areas, 2015–2019



Sources: U.S. Census Bureau, Decennial Census (2000). U.S. Census Bureau, ACS 5-year data (2015-2019).

**A majority of homeowners live in single-family detached housing units.** In Plymouth, about 83 percent of homeowners live in single-family detached housing, compared to seven percent of renters (Exhibit 10). A majority of renters live in some form of multifamily housing (i.e., 41 percent live in duplexes, triplexes, or quadplexes and 47 percent live in larger multifamily developments).

**Plymouth has a limited supply of rental units with sufficient units to accommodate larger or multi-generational households.** Exhibit 11 shows that Plymouth does not have any rental units with four or more bedrooms. Plymouth has about 216 units with three bedrooms. This accounts for about 13 percent all renter-occupied housing units in Plymouth).

**Plymouth has a limited supply of smaller, homeownership units.** Exhibit 10 shows that about 35 units (about 1.5 percent of all owner-occupied housing units) have zero or one bedrooms. Another 576 units (25 percent of all owner-occupied housing units) have two bedrooms.

**As of 2020, the average size of single-family home in the Midwest region was 2,365 SF and the average size of a multifamily unit was 1,101 SF.** Exhibit 12 shows that the size of single-family homes in the Midwest declined by about 209 SF from 2015 to 2020. In that time, multifamily units averaged between about 1,100 and 1,250 SF. \* On average, single-family homes in the Midwest are smaller than the national average, but the Midwest’s multifamily units tend to be larger than the national average.

**Plymouth’s residential vacancy rate highlights concern.** One mark of a healthy housing market is a residential vacancy rate between five and seven percent. Plymouth’s and Sheboygan County’s vacancy rate are about six percent. However, Plymouth’s homeowner vacancy rate was zero percent in 2019, while Plymouth’s rental vacancy rate was nine percent. The lack of housing units in Plymouth’s housing market that are available and for sale is problematic and impacts Plymouth’s ability to attain residential and business growth.

Exhibit 10. Housing Tenure by Housing Mix, Plymouth, 2015–2019

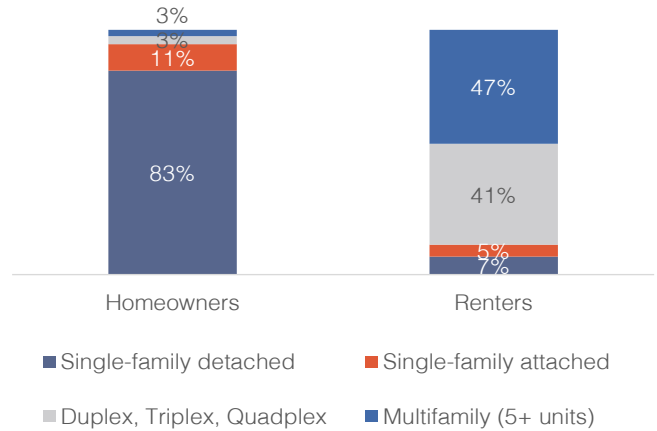


Exhibit 11. Housing Tenure by Bedrooms per Unit, Plymouth, 2015–2019

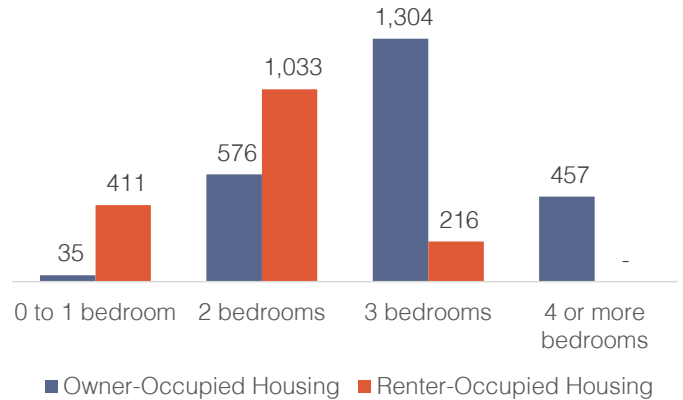
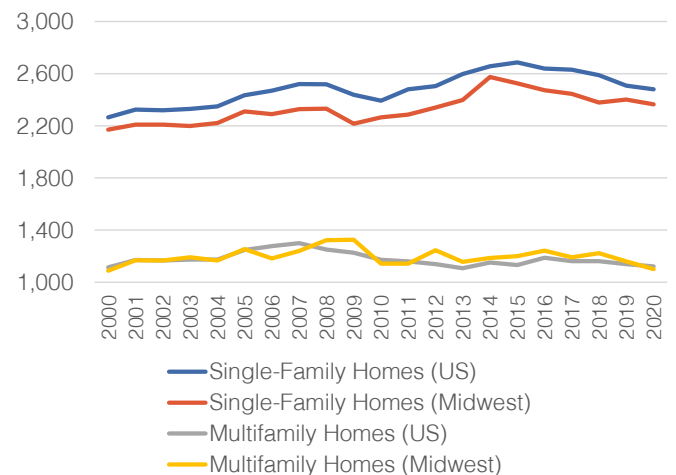


Exhibit 12. Average Square Feet (SF) per Unit, Wisconsin and Midwest, 2000 to 2020



Sources: U.S. Census Bureau, ACS 5-year data (2015-2019) and U.S. Census Bureau, Building Permit Survey, 2000 to 2020.

\* For added context, HUD measures overcrowding as less than 165 SF per person, and according to data from 2005, the median living space per person in the nation was 675 SF. (Source: U.S. Department of HUD (September 2007). Measuring Overcrowding in Housing.)



## Housing Costs

This section describes housing costs for single-family homes and rental housing in Plymouth and jurisdictions within the region.

**Plymouth’s single-family homes typically sell at higher price points than single-family homes in the region overall.** As of May 2021, Plymouth’s median sale price for a single-family home was about \$215,000 (Exhibit 13). This was about \$29,500 more than Sheboygan County’s median sale price.

**In January 2018 through May 2021, monthly median single-family home sale prices in Plymouth fluctuated between \$135K and \$319K.** Exhibit 13 shows that monthly median home sale prices in Plymouth and Sheboygan Falls often surpass Wisconsin’s monthly median sale price, while monthly median sale prices in Sheboygan County and the City of Sheboygan consistently remain below Wisconsin’s monthly median sale price (Exhibit 14).

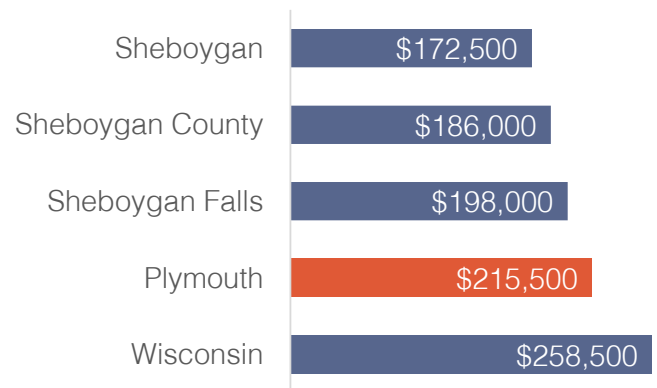
**Since 2000, housing values increased faster than incomes in Plymouth.** In Plymouth the median value of a home was about 2.7 times the median household income in 2019, compared to 2.5 times the median household income in 2000.

**In 2019, Plymouth’s median gross rent was \$707, up from \$489 in 2000.** However, when adjusting for inflation (2019 dollars), Plymouth’s median gross rent

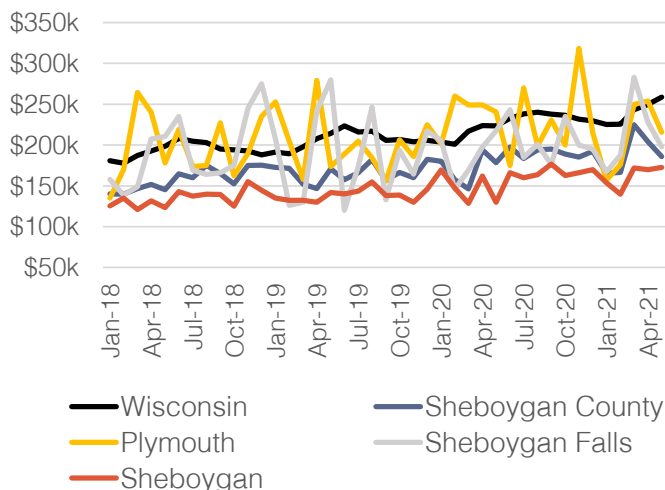
actually decreased (from \$763 in 2000 to \$707 in 2019). This trend was also found in Sheboygan County and the City of Sheboygan.

**Over half (52 percent) of Plymouth’s rental housing stock rents between \$500 and \$799 per month.** Exhibit 15 shows that, compared to Wisconsin overall, Plymouth has a smaller share of higher cost housing (e.g., \$800 or more). This could indicate a gap in Plymouth’s housing market for higher-amenity rental housing.

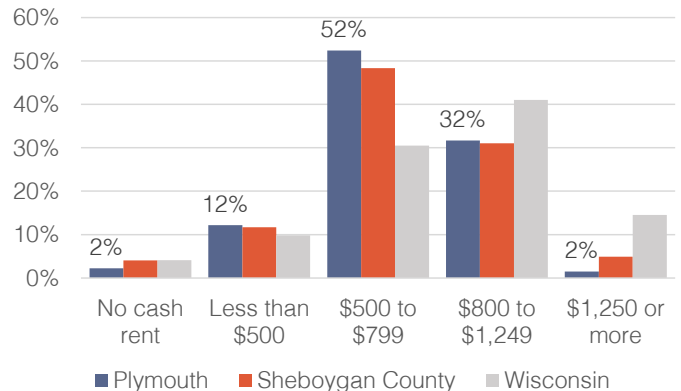
**Exhibit 13. Median Sale Price for Single-Family Homes, Plymouth and Comparison Areas, May 2021**



**Exhibit 14. Change in Median Sale Price for Single-Family Homes, Plymouth and Comparison Areas, January 2018 through May 2021**



**Exhibit 15. Distribution of Gross Rent, Plymouth, Sheboygan County, Wisconsin, 2015–2019**



Sources: U.S. Census Bureau, ACS 5-year data (2015-2019). Redfin.

## Housing Affordability Considerations

This section considers housing affordability implications for Plymouth’s existing households and describes cost burden trends. The Department of Housing and Urban Development defines “cost burden” as households paying 30 percent of their income or more on housing costs and “severely cost burdened” as households paying 50 percent of their income or more on housing costs. Cost burden rates help to determine the extent to which households are struggling to afford housing in Plymouth and the region.

Exhibit 16 shows that in 2019, about 24 percent of Plymouth’s households were cost burdened or severely cost burdened. Plymouth has a slightly larger share of cost burdened households than Sheboygan County but a smaller share of cost burdened households than Wisconsin overall.

Rates of cost burden have increased from 21 percent in 2000 to 24 percent in 2019.

Renters are much more likely to be cost burdened than homeowners in Plymouth. In 2019, 38 percent of renter households were cost burdened compared to 15 percent of households that own their own home.

**Exhibit 16. Rates of Housing Cost Burden, Plymouth and Comparison Areas, 2015–2019**

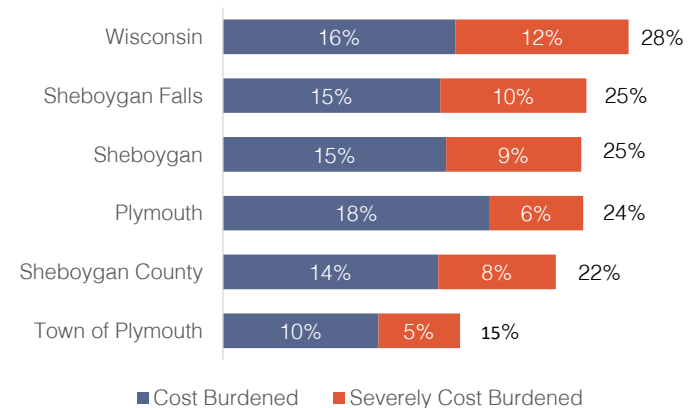


Exhibit 17 characterizes financially attainable housing for households in Plymouth. It strives to contextualize the kinds of housing products that households of varying incomes typically consume. For example, about 16 percent of Plymouth’s current households are considered “Extremely Low Income” by the U.S. Department of HUD. These households have incomes of less than \$23,070 per year, meaning they can afford a monthly housing cost of about \$577 or less. Spending more than \$577 may result in these households experiencing cost burden. These households will continue to need access to quality, affordable, rental housing over the planning period, including government-subsidized options.

**Exhibit 17. Attainable Housing Characteristics, Plymouth, 2019**

	Household Income Level (based on MFI Levels for Sheboygan County)				
	Extremely Low	Very Low	Low	Middle	High
Income Range (Annual):	\$23,070 or Less	\$23,070 - \$38,450	\$38,450 - \$61,520	\$61,520 - \$92,280	\$92,280 or More
Existing Households (#):	624	842	827	871	850
Existing Households (%):	16%	21%	21%	22%	21%
Affordable Housing Cost (Monthly):	\$577 or Less	\$577 - \$961	\$961 - \$1,538	\$1,538 - \$2,307	\$2,307 or More
Typical, Attainable Housing Product Characteristics:					
EXISTING HOUSING			NEW CONSTRUCTION		
GOVERNMENT SUBSIDIZED			MARKET-RATE		
RENTAL HOUSING			HOMEOWNERSHIP PRODUCTS		
LOWER AMENITY, EFFICIENT MATERIALS			HIGH AMENITY WITH HIGHER GRADE MATERIALS		

Sources: U.S. Census Bureau, Decennial Census (2000). U.S. Census Bureau, ACS 5-year data (2015-2019). U.S. Department of Housing and Urban Development, Median Family Income (MFI) for Sheboygan County, 2019.

## Future Demand for Housing

This section presents the City of Plymouth's housing forecast to help plan for its housing needs over the 2022 to 2042 planning period.

Exhibit 18 presents the results of Plymouth's housing forecast for the 2022 to 2042 period. It shows that housing demand will be influenced by 2,000 people, from 2022 to 2042.\* Based on Plymouth's average household size of 2.11 persons per household, demand from 2,000 people will result in a forecasted 948 households that will require a housing unit. This analysis also factors in additional housing demand (59 housing units) to account for Plymouth's existing residential vacancy rate of 6.3 percent.

In summary, Plymouth will plan for demand of about 1,007 new dwelling units. If this housing forecast were delivered linearly, about 50 new housing units would be needed per year.

Exhibit 19 distributes Plymouth's housing forecast by housing type. Assumptions for this analysis are loosely based on Plymouth's existing housing mix (see Exhibit 8). However, this forecast deviates slightly from the existing mix by increasing the share of single-family detached housing (from 51 to 60 percent) and single-family attached housing (i.e., from 8 to 10 percent). The shares of plex and multifamily housing are then reduced to accommodate the larger shares of single-family housing.

Based on this housing mix, Plymouth will plan for 604 new single-family detached units, 101 single-family attached units (townhomes), 151 plex housing units, and 151 multifamily units.

Exhibit 20 distributes Plymouth's housing forecast by income level. This analysis uses Plymouth's existing distribution of households by income (see Exhibit 17) as the key assumption to inform this distribution. The results show, for example, that 635 new dwelling units will be needed to accommodate very low-, low-, and middle-income households. Units at this affordability level should be prioritized as a majority of new jobs provide wages comparable to this level.

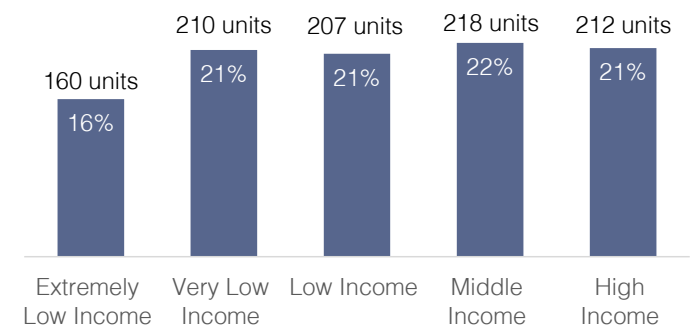
**Exhibit 18. Forecast of Housing Demand, Plymouth, 2022 to 2042**

Forecast of Housing Demand in Plymouth	
Population/EMP Demand Assumption*	2,000
Average Household Size	2.11
<b>Forecast of New Occupied Units</b>	<b>948</b>
Vacancy Rate	6.3%
<b>Forecast of Vacant Units</b>	<b>59</b>
<b>Housing Units Needed (2022–2042)</b>	<b>1,007</b>

**Exhibit 19. Forecast of Housing Demand by Housing Type, Plymouth, 2022 to 2042**

Forecast of Housing Demand by Type in Plymouth		
Housing Type	%	#
Single-Family Detached	60%	604
Single-Family Attached	10%	101
Duplex, Triplex, Quadplex	15%	151
Other Multifamily	15%	151
<b>Housing Units Needed (2022–2042)</b>	<b>100%</b>	<b>1,007</b>

**Exhibit 20. Forecast of Housing Demand by Affordability Level, Plymouth, 2022 to 2042**



Sources: U.S. Census Bureau, Decennial Census (2020) and ACS 5-year data (2015-2019). U.S. Department of HUD, MFI for Sheboygan County, 2019.

\* Note: Population/Employment (EMP) demand relies on a future population and employment assumption for the 2022 to 2042 period. Population growth relies on Plymouth's historic rate of growth (0.69 percent) to extrapolate its 2020 population to 2022 and 2042 (resulting in 1,335 new people). Employment growth relies on its forecasted rate of growth (0.35 percent), (resulting in 665 new people- see Exhibit 44). Incorporating forecasted employment growth into the housing demand projection aims to address Plymouth's jobs-housing imbalance by increasing the amount of housing the City of Plymouth will plan for.



# Natural and Cultural Resources

Included in this Element:

- Natural and Cultural Resources Summary
- Environmental Characteristics
- Agricultural Resources
- Inventory of Historic and Cultural Resources



## Natural and Cultural Resources Summary

This section summarizes Plymouth's natural and cultural resource needs to plan for over the 2022 to 2042 period. It is based on an analysis of Plymouth's environmental corridors as well as the cultural assets currently present in Plymouth.

Plymouth is 5.39 square miles and is intersected by the Mullet River (Plymouth's primary environmental asset). In addition to the river, and dispersed amongst Plymouth's built environment, are numerous tributaries as well as wetland, woodland, and agricultural lands. Plymouth also comprises a range of historical and culturally-relevant sites and prominent community design features that provide the city with its unique identity.

Over the planning period, Plymouth's natural and cultural resources will need to be monitored and protected to preserve them for future generations. Plymouth can help to preserve and protect its natural resources by:

- Enhancing its environmental corridors (areas that contain valuable and/or sensitive natural, scenic, scientific, and/or recreational features). Plymouth can strengthen individual corridors, and enhance the entire system, by linking environmental corridors together through connectivity and environmental protection initiatives. For example, the City of Plymouth should evaluate the performance of its floodplain ordinance and shoreland-wetlands ordinance to ensure future development does not unduly infringe or adversely impact the habitat within, and natural beauty of, the city's environment corridors.
- Encouraging compact, mixed-use development to reduce reliance on the automobile, preserve more open space and woodland areas, and more efficiently use vacant lands.
- Evaluating Plymouth's dam (as well as the area downstream) to identify the need for future improvements and/or removal.
- Supporting green infrastructure on public lands and encouraging (and providing education about) green infrastructure on private property. Green infrastructure includes a range of natural approaches/processes to manage stormwater where it falls.
- Evaluating options to promote recycling and food composting.
- Evaluating options to discontinue use of pesticides in public parks.

Plymouth can strengthen and protect its cultural resources and opportunities by:

- Working with existing residents and neighborhood leaders to establish neighborhood districts. Defining neighborhood districts can strengthen community ties, help to make small-scale neighborhood revitalization initiatives easier to implement. Establishment of neighborhood districts could also spur the organization of formal grassroots groups who can band together to effect positive neighborhood change.

Examples of some typical initiatives that grassroots neighborhood groups might get involved in planning include block parties, beautification or public art projects, and community gardening.

- Continuing to support community development initiatives and events that bring residents and the business community together. Opportunities to bring the community together can strengthen social networks and improve quality of life. Prominent community events can also help to capture visitor spending, increase tourism/business awareness, and increase tax receipts.

Special event options suggested by the community include movie nights at Stayer Junior Park pavilion, community picnics, community clean-up days (e.g., along the Mullet River), and live music events in the park.

- Evaluating opportunities to support the preservation and enhancement of buildings on the historic register as well as other historically-relevant buildings and assets in the community. Historic preservation can help boost heritage tourism in Plymouth, and it can provide opportunities to teach the community about its history.

## Environmental Characteristics

This section describes Plymouth's environmental characteristics, which includes a discussion of Plymouth's environmental corridors.

Plymouth, located in Sheboygan County, is east of the Kettle Moraine Red Oaks State Natural Area (about six miles) and west of Lake Michigan (about 16 miles). Its city limits comprise about 3,453 acres, of which seven percent is water. Plymouth's environment can be characterized by the following natural elements:

### GEOLOGY & TOPOGRAPHY

Plymouth, like Sheboygan County, has a rich and diverse geological landscape. According to Sheboygan County's Land and Water Resource Management Plan for the 2016-2025 period, Plymouth is underlain with a mineral bedrock of Silurian Dolomite (which is similar to limestone) and a Pleistocene geology base of clayey till, out-wash sand and gravel, and sandy loam.

Plymouth's soils (Hochheim-Theresa and Kewaunee-Manawa) are the result of glacial deposit processes. These soils range from sandy loam to loam to shallow silt loam, with some areas draining better than others. Plymouth's soils fall on a topography of nearly level to moderately steep slopes. Plymouth's steep slopes (defined as slopes with a 12 percent grade or greater) fall predominately on Plymouth's west side and along the northern water frontage of the Mullet River and Mill Pond (see Exhibit 21). About 169 acres of land within Plymouth's city limits have steep slopes.

### HYDROLOGY

Plymouth is located within the Mullet River watershed. Plymouth's major surface water resources are the Mullet River (which drains into the Sheboygan River) and Mill Pond. Surface water (with a 75 foot buffer) occupies about seven percent of the city's total area (about 227 acres).

Plymouth primarily relies upon ground water to provide drinking water to its resident and consumer base. As of 2019, the City of Plymouth had seven active wells in four different aquifers, with storage provided by three reservoirs. According to the City of Plymouth's 2019 Water Quality Report, they had 65.75 miles of water main.

Plymouth's floodplains and floodways provide stormwater retention, ground water recharge, and habitat for various kinds of flora and fauna. About 234 acres of Plymouth is located within the 100-year floodplain. For context, the 100-year floodplain is land that is predicted to flood during a 100-year storm, which has a one percent chance of occurring in any given year. Exhibit 20 shows that Plymouth's 100-year floodplains are primarily located along the Mullet River and along Plymouth's eastern border that abuts the Town of Plymouth.

The City of Plymouth maintains a floodplain zoning ordinance to regulate and proactively protect development that occurs within Plymouth's floodplains and floodways (Title 13, Chapter 2). Respective of that, and according to the National Climatic Data Center, Sheboygan County had experienced 29 significant flooding and flash flooding events from January 1990 to April 2021. About 24 percent of these events (seven events) occurred in 2019 or later. Over the planning period, the City of Plymouth may need to update its existing floodplain zoning ordinance to ensure life, health, and property continues to be safeguarded from flooding hazards, and to minimize expenditures of public funds for flood control projects.

Sheboygan County's Hazard Mitigation Plan also indicated that the areas downstream of dams are at greater risk of flooding in the event of dam failure. Plymouth has two dams (with a low hazard rating, as assigned by the Wisconsin Department of Natural Resources (WDNR)) that could become inundated by water during a 100-year flood event. One of these dams is owned by the City of Plymouth (south of Mill Pond) and the other is privately owned.

In addition to lands located in the floodplain and lands within the hydraulic shadow of a dam, Plymouth also has about 320 acres of wetlands (with a 50 foot buffer) within city limits. According to the WDNR, wetlands are areas where water is at, near, or above the land surface and capable of supporting aquatic or hydrophilic vegetation. Wetlands act as natural pollution filters and groundwater

discharge areas. They retain floodwaters and provide irreplaceable habitat for many flora and fauna. As Exhibit 21 shows, Plymouth’s wetlands are somewhat scattered in Plymouth’s southeast quadrant and in Plymouth’s northwest quadrant (e.g., north of Wisconsin Highway 23). The City of Plymouth has a shoreland-wetland zoning ordinance (Title 13, Chapter 3) which applies to all wetlands within Plymouth that are five acres or more (i.e., sites documented in WDNR’s official wetlands map). The purpose of the ordinance is to (among other reasons) maintain safe and healthful conditions, prevent and control water pollution, preserve natural beauty, and control development in wetlands to minimize adverse impacts to wetland areas.

## WOODLANDS

Plymouth, while predominately urban, has some wooded and natural areas scattered across the city. Its existing ‘Woodlands’ land use coverage was about seven percent in 2021 (265 acres). In addition, the city contains many trees, including oak, elm, and maple, scattered throughout its neighborhoods (along streets and on private property).

## Agricultural Resources

This section briefly describes the agricultural resources within and adjacent to Plymouth’s city limits.

About 421 acres of Plymouth’s existing land inventory is classified as Agricultural. These 421 acres account for about 12 percent of Plymouth’s total area.

Plymouth is surrounded by more extensive agricultural uses. According to the U.S. Department of Agriculture’s (USDA) most recent agricultural census, Sheboygan County had 958 farms and 195,938 acres of farm land in 2017. The average farm in Sheboygan County was 205 acres in this time. A majority of the farms in Sheboygan County (84 percent) was cropland. That said, Plymouth has several dairy farms in close proximity. These include:

## THREATENED & ENDANGERED SPECIES

The U.S. Department of Fish and Wildlife Service maintains a list of threatened and endangered species (2018) distributed by county. The list shows that in Sheboygan County, the eastern prairie fringed orchid (flowering plant), pitcher’s thistle (flowering plant), and northern long-eared bat (mammal) are threatened species. The piping plover (bird) and rusty patched bumble bee (insect) are listed as endangered species.

## ENVIRONMENTAL CORRIDORS

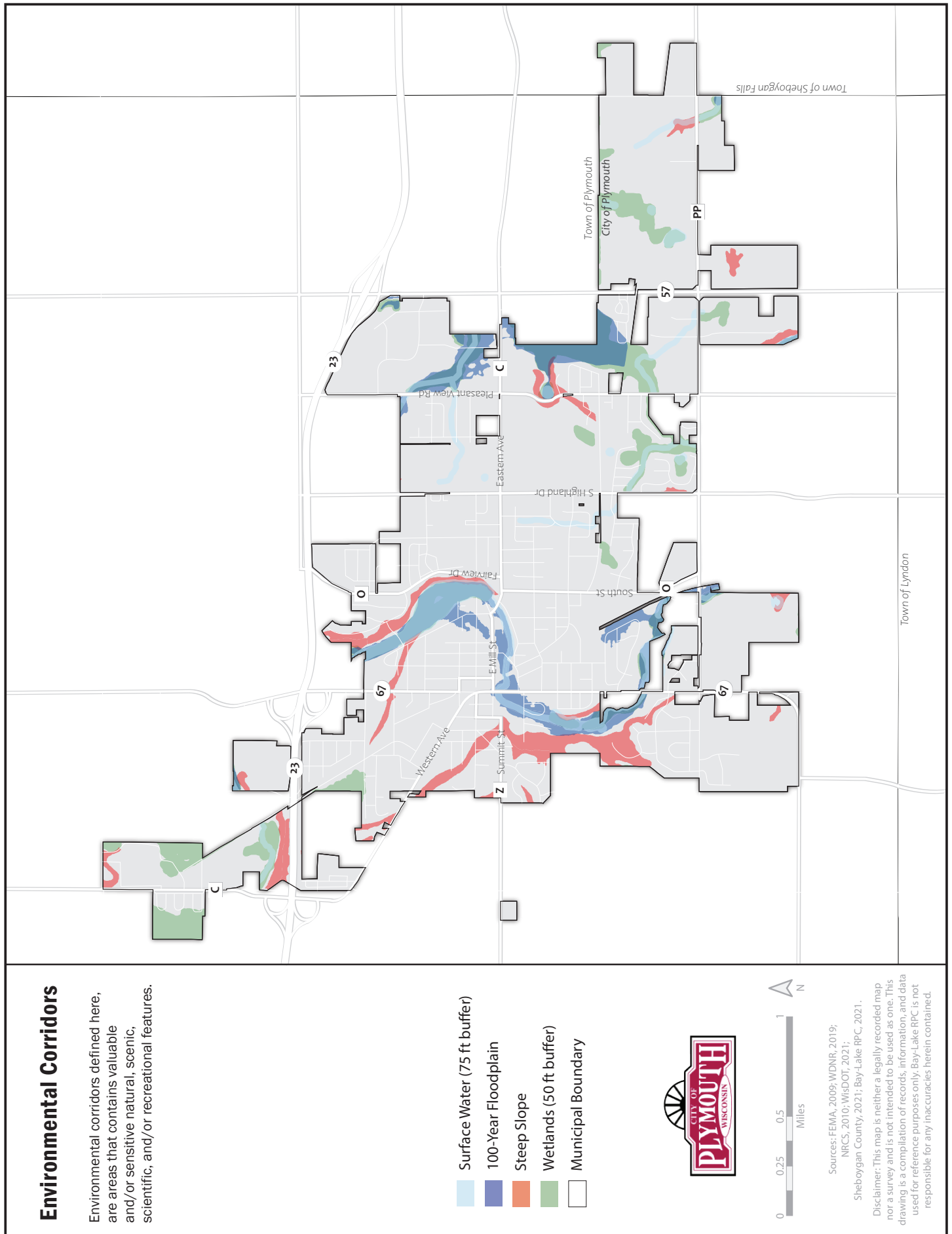
Plymouth’s environmental corridors are shown in Exhibit 21. Environmental corridors, defined here, are areas that contains valuable and/or sensitive natural, scenic, scientific, and/or recreational features. Many of the elements described in the subsections above are displayed in Exhibit 20.

Highlighting Plymouth’s environmental corridors can help to show the areas of the community that are best suited for environmental preservation, via the imposition of strict development standards, to protect these natural elements for future generations.

Hanke Farms, Majestic Crossing Dairy, Levsen Farm, and Goeser Dairy LLC.

Over the planning period, existing agricultural land in Plymouth, and surrounding Plymouth, may continue to urbanize. This can be assumed if past trends persist. For example, in Sheboygan County between 2007 and 2017, the total number of farms declined by 101 farms and the total number of farm acres declined by 4,219 acres. In this time, the average farm size increased by about 23 acres, from 181 acres to 205 acres.

Exhibit 21. Environmental Corridors, Plymouth, 2021





## Inventory of Historic and Cultural Resources

Plymouth is a historically and culturally intriguing community. To provide context, this section presents an inventory of the historic structures, cultural sites, and community events that influence Plymouth’s social and cultural identify.

### HISTORICAL ASSETS

Plymouth, which was established in 1845 and incorporated in 1877, has a number of historically relevant places listed on the National Register of Historic Places (NRHP). These places are inventoried in Exhibit 22. The inventory includes five buildings (pictured on the right) and one district.

Plymouth also has a number of historically relevant buildings that are not officially designated, but still encompass historically significant features.



Hotel Laack



13 Sided Barn



Huson, Henry H., House and Water Tower



**Exhibit 22. Places on the National Register of Historic Places, Plymouth, 2021**

Name	Location
Downtown Plymouth Historic District	Generally bounded by the 100, 200, 300, and 400 blocks of E. Mill Street
Hotel Laack	52 Stafford Street
Huson, Henry H., House and Water Tower	405 Collins Street
Lueder, Rudolph, 13 Sided Barn	W. 4651 Cty. Road J
Plymouth Post Office	302 E. Main Street
S and R Cheese Company	218 E. Main Street



Plymouth Post Office



S and R Cheese Company

Source: NRHP. Image Sources: (Hotel Laack) Paul R. Burley, <https://commons.wikimedia.org/w/index.php?curid=91534101>; (Barn) <https://www.wisconsinhistory.org/Records/NationalRegister/NR2432>; (Post Office) David W. Gates Jr., <https://www.postofficefans.com/plymouth-wisconsin-post-office/>; (S and R) <https://www.wisconsinhistory.org/Records/NationalRegister/NR2540>.

### CULTURALLY SIGNIFICANT ASSETS

In addition to Plymouth’s historic assets, such as those identified in Exhibit 22, Plymouth comprises some notable, cultural institutions and sites. These sites are inventoried in Exhibit 23. The importance of supporting and attracting culturally-significant institutions and sites to any community is that they help to provide a sense of place. In that, they provide enjoyable and educational destinations to visit, and they help to define and capture a community’s local identity or heritage.

Another important asset to Plymouth is its many murals painted in its downtown and historic district. As of 2020, Plymouth had over 20 murals, many of which were painted by the Walldogs. A walking tour map featuring each mural was established for recreational purposes by the Plymouth Chamber of Commerce.

In August of 2021, Walldogs developed six new murals and touched up several murals painted in 2011. Over the planning period, other murals may be added or enhanced.

**Exhibit 23. Culturally-Significant Institutions and Sites, Plymouth, 2021**

Name	Location
Plymouth Arts Center	520 E. Mill Street
Plymouth Historical Society Museum	420 E. Mill Street #A
Cheese Counter: Dairy Heritage Center	133 E. Mill Street



The “Cheese Capital of the World” logo pays homage to the past, present, and future of cheese production. In the 1930’s Plymouth took on the nickname “Cheeseville” and is now proclaimed

the “Cheese Capital of the World. This is because it is estimated that 15% of all the cheese consumed in the U.S. moves through Plymouth as either bulk or converted cheese for retail and food service/ingredient consumption.

### COMMUNITY EVENTS & ACTIVITIES

Notable, cultural events and activities that regularly occur in Plymouth include:

- **Cheese Capital Jazz Crawl for the Arts:** This live music festival and fundraiser occurs annually at the Plymouth Arts Center.
- **Concerts in the Park:** The Plymouth Municipal Band is featured regularly at the Plymouth City Park. The Municipal Band in the longest running continually playing municipal band in the State of Wisconsin.
- **German Night:** German Night is an annual, free event and fundraiser that boasts German music, food, and dancing. The event typically features the Plymouth Municipal Band.
- **Mill Street Festival:** This annual festival, occurring on Mill Street, showcases music, food vendors, and business and craft vendors.
- **Mill Street Live Summer Music Series:** This annual musical series event i takes place in the summer at the Plymouth’s historic district at the Plymouth Arts Center.
- **Plymouth Dirt Track Racing Events:** The Plymouth Dirt Track provides opportunities for friends and families to watch races of 360 Sprint Cars, Late Models, Grand Nationals, and B Mods.
- **SCIO Plymouth Farmers Market:** The SCIO Plymouth Summer Market (3101 Eastern Avenue) is a community event that brings in local vendors offering fresh produce, flowers, and artisan gifts and foods.
- **Sheboygan County Fairgrounds Events:** A 56-acre fairgrounds site is located at 229 Fairview Drive. The fairgrounds contains a dirt racing track, exhibition buildings, concession stands, restrooms facilities, and a parking area. The fairgrounds is often used for large-scale community events, notably the annual Sheboygan County Fair.



Mill Street Festival

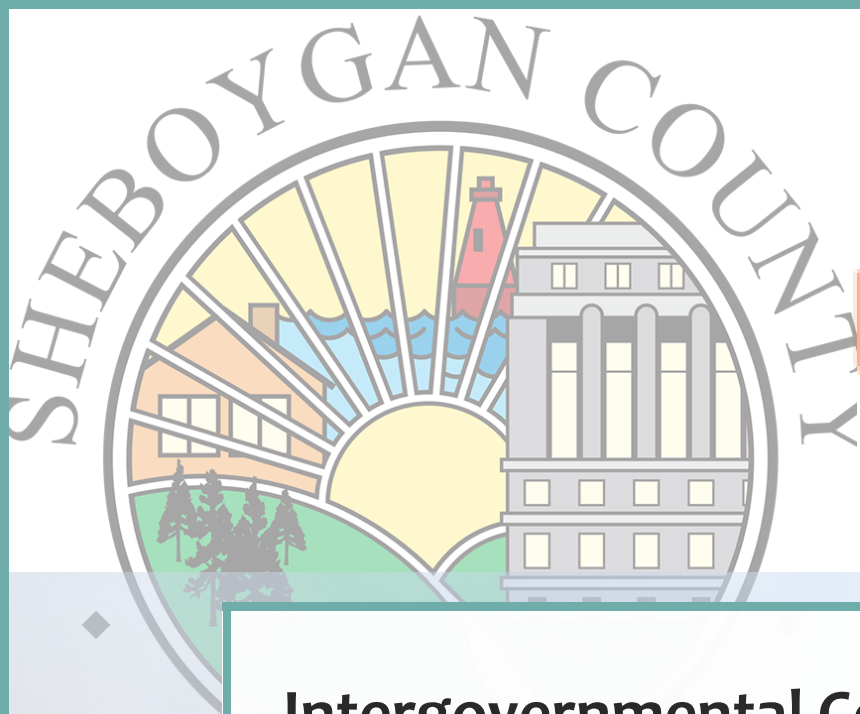


Cheese Capital Family Music Festival



Sheboygan County Fairgrounds

Source: Image Sources: (Mill Street Festival) Plymouth Chamber of Commerce; (Cheese Capital Family Music Festival and Sheboygan County Fairgrounds) Visit Sheboygan County.

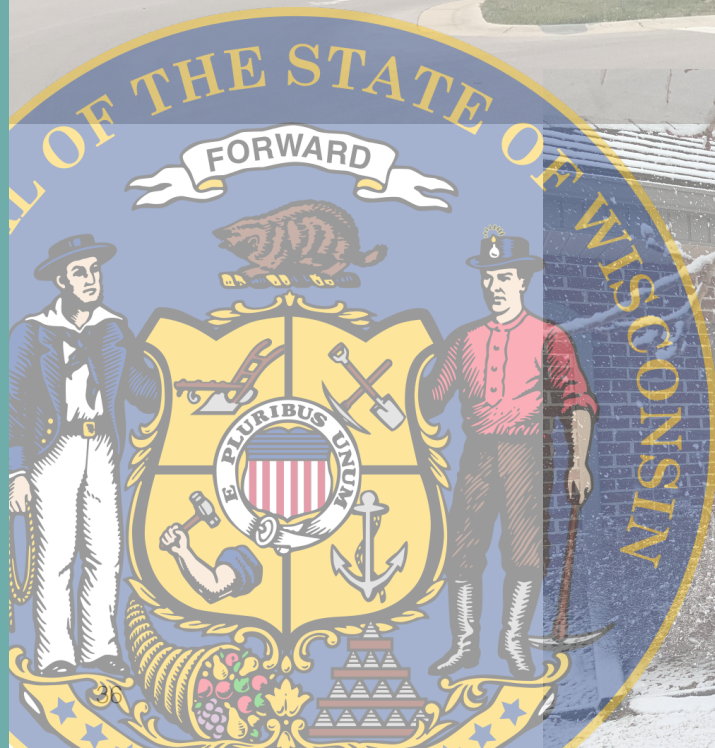


THE TOWN OF  
**PLYMOUTH**

## Intergovernmental Cooperation

Included in this Element:

- Inventory of Overlapping and Adjacent Jurisdictions
- Inventory of Existing Plans and Agreements
- Collective Decision-Making



## Inventory of Overlapping and Adjacent Jurisdictions

This section presents a list and brief discussion of each of the adjacent and overlapping jurisdictions that can impact city residents in terms of taxation, planning, the provision of services, and/or the siting of public facilities.

The City of Plymouth's relationship with overlapping and adjacent jurisdictions can impact city residents in terms of taxation, planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of shared decision-making efforts can help the City of Plymouth address these circumstances efficiently.

To ensure that the City of Plymouth is cooperating well with overlapping and adjacent jurisdictions, the City of Plymouth will need to continuously evaluate how it fosters cooperation and how its decisions impact the broader region. As a starting place to that evaluation, the following inventory identifies the jurisdictions that are likely to participate in future collaborative planning efforts in and around Plymouth.

- **Plymouth School District:** Plymouth is located within the Plymouth Joint School District. Over the planning period, the City of Plymouth's Common Council and/or Plan Commission may wish to partake in the District's studies regarding future improvements/expansions of school facilities. Similarly, the Plymouth School District may wish to provide feedback on the City of Plymouth's plans and projects that could impact families, and the corresponding student population, in Plymouth. The City of Plymouth and the Plymouth School District may at times request to share facilities for events or meetings.
- **Surrounding Towns:** The City of Plymouth is located primarily in the Town of Plymouth. The City of Plymouth has the power to annex lands from a surrounding town, while the towns do not. Therefore, the borders between the city and the towns are fixed until such a time that the City of Plymouth accepts lands to be annexed. The City of Plymouth's extraterritorial planning area also extends 1.5 miles beyond its city limits (i.e., into the towns of Plymouth, Sheboygan Falls, Lima, and Lyndon). Over the planning period, the city and towns may need to collaborate on planning activities to ensure development along Plymouth's borders and planning area remain compatible.
- **Nearby Cities and Villages:** The cities of Sheboygan and Sheboygan Falls, located east of Plymouth, are the two other cities located in Sheboygan County. Sheboygan County contains a number of villages as well. Together, these jurisdictions may work together to provide services or address goals that impact the broader area.
- **Sheboygan County:** The City of Plymouth is located in Sheboygan County and, therefore, Sheboygan County has some authority within the City's extra-territorial planning area. The City of Plymouth and Sheboygan County will often participating in planning efforts that mutually benefit or effect the other jurisdiction and the broader region.
- **Bay-Lake Regional Planning Commission (BLRPC):** The City of Plymouth is located in the BLRPC region. The BLRPC is the regional, governmental entity of northeast Wisconsin. Plymouth has a role to play in the region, and may participate in regional planning efforts as they arise over the planning period.
- **State of Wisconsin:** The City of Plymouth's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (in coordination with the Wisconsin Department of Transportation) and natural resources (in coordination with the Wisconsin Department of Natural Resources). The City of Plymouth maintains a good working relationship with the State of Wisconsin by adhering to state laws, policies, and requirements.
- **United States:** The City of Plymouth maintains a good working relationship with the federal government by adhering to federal laws and requirements.

## Inventory of Existing Plans and Agreements

This section presents a list of plans and formal agreements that currently guide collective decision making with overlapping and adjacent jurisdictions.

**Annexation Plans:** Wisconsin Statute 66.021 provides the regulatory framework for Plymouth to annex lands. Annexation is the transfer of one or more tax parcels from a town to a city or village. Consent of property owners is but one of the procedures in annexation.

**Extraterritorial Platting:** Section 236.10 of Wisconsin State Statute explains that a city or village may review and approve or reject subdivision plats located within its extraterritorial area if the city/village adopted a subdivision ordinance or an official map. This helps cities protect land uses near its boundaries from conflicting uses outside its city limits. For cities like Plymouth (with populations under 10,000 people), the extraterritorial area can extend 1.5-miles. This allowance does not, however, give the city the authority to require public improvements, (e.g., streets or sanitary sewers) in plats outside city limits.

**Extraterritorial Zoning:** Section 62.23 (7a) of Wisconsin State Statute allows cities and villages to extend extraterritorial zoning over surrounding unincorporated areas. In the City of Plymouth's case, this would be 1.5 miles from Plymouth's city limits. At present, the City of Plymouth does not have extraterritorial zoning agreements in place.

**Intergovernmental Agreements:** Intergovernmental agreements enable cooperation between governmental jurisdictions, quasi-governmental jurisdictions, and districts. Intergovernmental agreements are the most common form of agreement made between communities (usually regarding police, fire, and rescue services). Intergovernmental agreements are also available for revenue sharing, determining land use within a designated area, and in setting temporary municipal boundaries. At present, no formal, intergovernmental agreements are in place between the City of Plymouth and an overlapping or adjacent jurisdiction.

## Cooperative Decision-Making

Outlined below is an overview of efforts that currently or may require collective decision making amongst overlapping and adjacent jurisdictions either informally or formally via intergovernmental agreement as well as ideas to improve communication, the transfer of information, and collective decision-making with overlapping and adjacent jurisdictions.

Over the planning period, the City of Plymouth will involve themselves in efforts that require collective decision-making with other communities or groups in the region. Efforts might relate to:

- Shared emergency and public utility services.
- Preservation, promotion, and enhancement of natural resources and recreational facilities.
- Development in extraterritorial areas.
- Preservation of historic character and cultural resources or assets.
- Protection of water, soil, and air quality.
- Economic development initiatives.

To improve collective decision-making efforts, the City of Plymouth may want to:

- Create a central database to share data gathered by overlapping or adjacent jurisdictions.
- Attend joint meetings on specific issues of interest.
- Attend regularly occurring meetings (monthly or quarterly), with overlapping or adjacent jurisdictions to discuss regional challenges and opportunities.
- Continue to work with entities with a stake in the region (such as the Sheboygan County Chamber of Commerce, Sheboygan County Economic Development Corporation, and the UW-Extension at Sheboygan County).



# Land Use and Growth Management

Included in this Element:

- Land Use Summary
- Existing Land Use Inventory
- Future Land Use Plan
- Future Land Needs



## Land Use Summary

This element provides information on Plymouth's current land use (2022) and describes the city's vision for future growth and development. The Future Land Use Plan, presented in this element, guides Plymouth's Plan Commission and Common Council in land use and zoning decision-making to achieve the vision of what the community wants to be in 2042.

## Existing Land Use Inventory

This section presents the characteristics Plymouth’s existing land use inventory. It also discusses trends that may influence development and future land use needs.

Plymouth contains about 3,453 acres inside city limits. Exhibit 24 quantifies Plymouth’s existing land use characteristics and Exhibit 25 displays these characteristics on the following page.

Existing land use patterns show that Plymouth’s downtown represents its commercial core, which extends along Eastern Avenue (Plymouth’s primary commercial corridor). Residential and multifamily uses comprise a majority of the land area in Plymouth. Industrial and agricultural uses are generally located at the urban fringe of the city. Parks, natural areas, woodlands, and open spaces are well dispersed throughout the city as well.

As demand for land grows with population and employment growth, various factors will influence future land needs, including:

- The availability and price of vacant, buildable land to accommodate new development.
- The availability of serviced land (e.g., lands with access to transportation corridors and with utilities).
- Redevelopment potential of key corridors, nodes, and neighborhoods. In general, areas ripe for redevelopment include parcels where improvement values are less than land values as well as blighted areas.
- Public policy and existing zoning regulations, development incentives, and development fees.

**Exhibit 24. Existing Land Use Characteristics Plymouth, 2021**

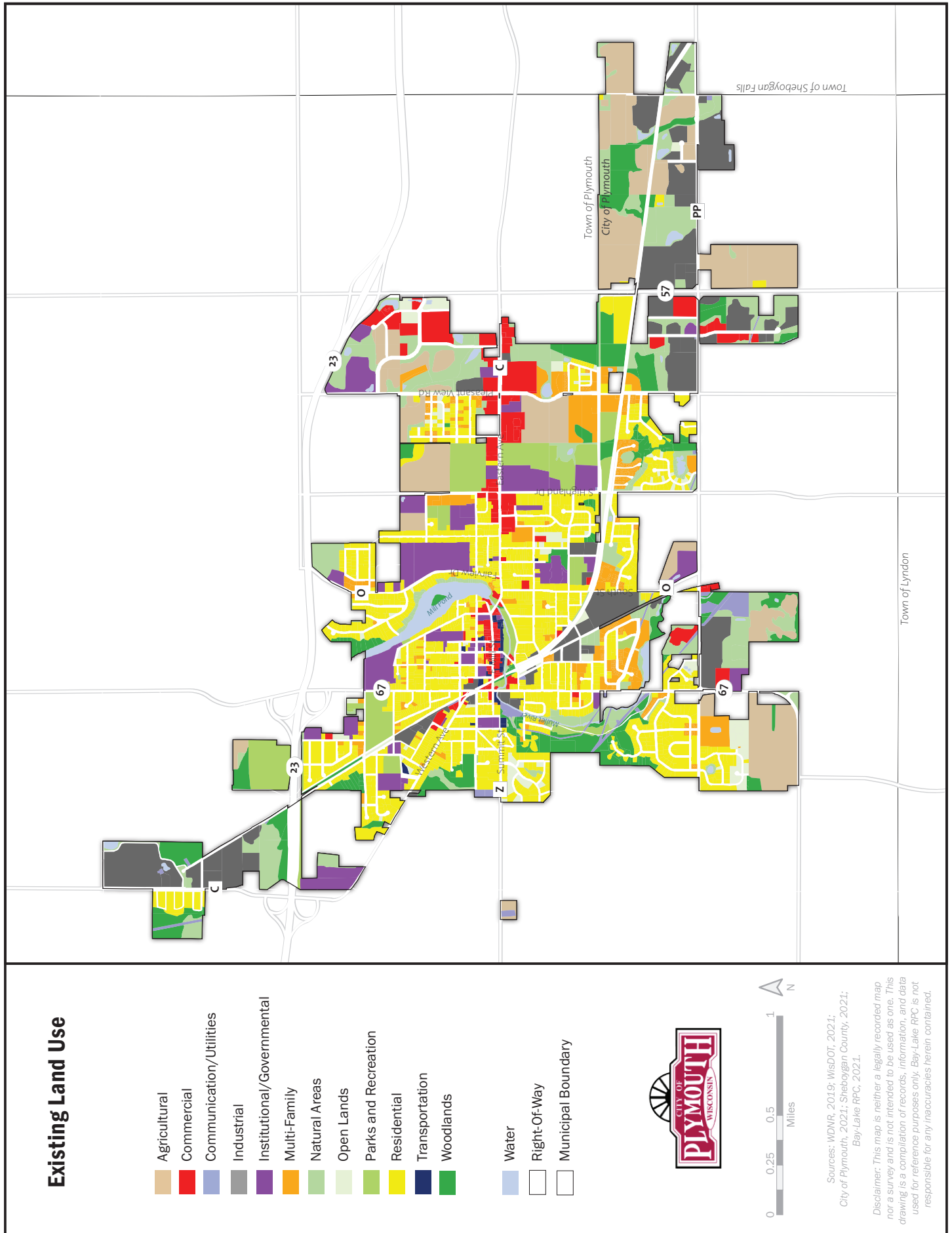
Land Use Category	Acres	Share of Acres
Residential	708.9	20.5%
Agricultural	420.8	12.2%
Natural Areas	354.5	10.3%
Industrial	347.4	10.1%
Woodlands	265.0	7.7%
Institutional/Governmental	220.0	6.4%
Park and Recreation	173.2	5.0%
Multi-Family	166.2	4.8%
Commercial	157.0	4.5%
Open Lands	65.1	1.9%
Communication/Utilities	35.2	1.0%
Transportation	8.7	0.3%
<b>Subtotal</b>	<b>2,922</b>	<b>84.6%</b>
Rights-of-Way (ROW)*	459.5	13.3%
Water	71.2	2.1%
<b>Total</b>	<b>3,452.7</b>	<b>100%</b>

Source: BLRPC.

\* Note 1: ROW includes all streets (408 acres) and rail corridors (52 acres).

Note 2: Data shown in Exhibit 24 is based on the designations outlined in Exhibit 25. These designations were informed using Sheboygan County’s 2019 satellite imagery, ESRI’s 2020 world imagery, Google Map satellite imagery and street view, and the City of Plymouth’s 2021 parcel dataset.

Exhibit 25. Existing Land Use Cover, Plymouth, 2021



## Future Land Use Plan

This section identifies and discusses Plymouth’s future, General Plan land use designations. It also shows the location of future land use designations on the map of Exhibit 27.

### ABOUT THE FUTURE LAND USE PLAN

Comprehensive plans contain a future land use plan to help guide growth management objectives over the 20-year planning period.

Plymouth’s future land use plan (shown in Exhibit 27 and quantified in Exhibit 26) is meant to provide a visual interpretation of what the community wants to achieve, from a land use perspective, over the next 20 years. The future land use plan, however, is not meant to be a prediction. The map serves as a component that can be amended as needed to address the community’s current needs and preferences.

Plymouth’s future land use plan encompasses eight plan designations to classify the general intent of future lands in the city. The eight designations are described on the following page.

The creation of the City of Plymouth’s future land use plan (Exhibit 27) for the 2022 to 2042 period was based on existing residential, commercial and industrial uses, and the general development trends and patterns in and around the city. When identifying where future developments are encouraged, the impacts to existing utilities and facilities such as roads, sewer and water, and emergency services were also evaluated. Additional planning considerations included areas where lands would be difficult to develop or are unique to the community, such as floodplains or wetlands.

**Exhibit 26. Future Land Use Characteristics, 2022 to 2042**

Land Use Category	Acres	Share of Acres
Residential	1,110.93	32.2%
Mixed Use	26.76	0.8%
Commercial	272.12	7.9%
Industrial	756.62	21.9%
Institutional/Governmental	326.06	9.4%
Communication/Utilities	29.17	0.8%
Parks and Open Space	266.09	7.7%
Agriculture	203.61	5.9%
<b>Subtotal</b>	<b>2,991.34</b>	<b>86.6</b>
Rights-of-Way (ROW)*	417.88	12.1%
Water	43.45	1.3%
<b>Total</b>	<b>3,452.68</b>	<b>100.0%</b>

Source: BLRPC.

\* Note: “Rights-of-way and Water” acreage in Exhibit 26 differs from Exhibit 24 because future land use map (Exhibit 27) is parcel-based. For example, acreage that was viewable as water in satellite imagery (and therefore categorized as water in Exhibit 25) is now categorized as the default land use designation of the entire parcel.

Note 2: Environmental Corridors are displayed as an overlay on Exhibit 27, therefore acreage is not quantified in Exhibit 26.

**RESIDENTIAL:** Any residential area occupied by one or more dwelling units.

**MIXED USE:** Any area intended to flexibly allow a range of development and redevelopment opportunities including residential, commercial, and some institutional and light industrial activities.

**COMMERCIAL:** Anything related to retail sales, services, shopping centers, office parks, commercial open space/vacant lots, and vacant commercial.

**INDUSTRIAL:** Anything related to manufacturing, wholesaling, extractive, storage (open or closed), industrial open space/vacant lots, and vacant industrial.

**INSTITUTIONAL/GOVERNMENTAL:** Anything related to public facilities and spaces providing public services including governmental, educational, health, assembly, and religious institutions.

**COMMUNICATION/UTILITIES:** Anything related to the generation, processing, or transmission of utilities or communications and anything related to waste processing, disposal, and recycling.

**PARKS AND OPEN SPACE:** Anything related to publicly-accessible parks and recreation (e.g., zoos, campgrounds, parks, picnic areas, playfields and courts, pools, trails, boat launch sites, etc.).

**AGRICULTURE:** Anything related to agriculture, including croplands, pastures, long-term specialty crops, animal husbandry, fish hatchery/aquaculture, farm buildings and accessories, commercial forest, and vacant agriculture.

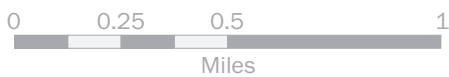
**ENVIRONMENTAL CORRIDORS:** Any environmental features with characteristics critical to the area's ecological stability and sustainability. These environmental features include major waterways and drainage ways, 100-Year floodplains, areas with steep slopes (>12%), floodplains, and wetlands. Together, these elements represent the areas of the community that are most sensitive to development. These features provide limitations to development and are generally regulated by either the federal, state, or local government. The corridors are illustrated as an overlay on the city's Future Land Use Plan Design (Exhibit 27) and should be utilized as a reference to aid in their protection.

Exhibit 27. Future Land Use Plan Design, 2022 to 2042

# Future Land Use Plan

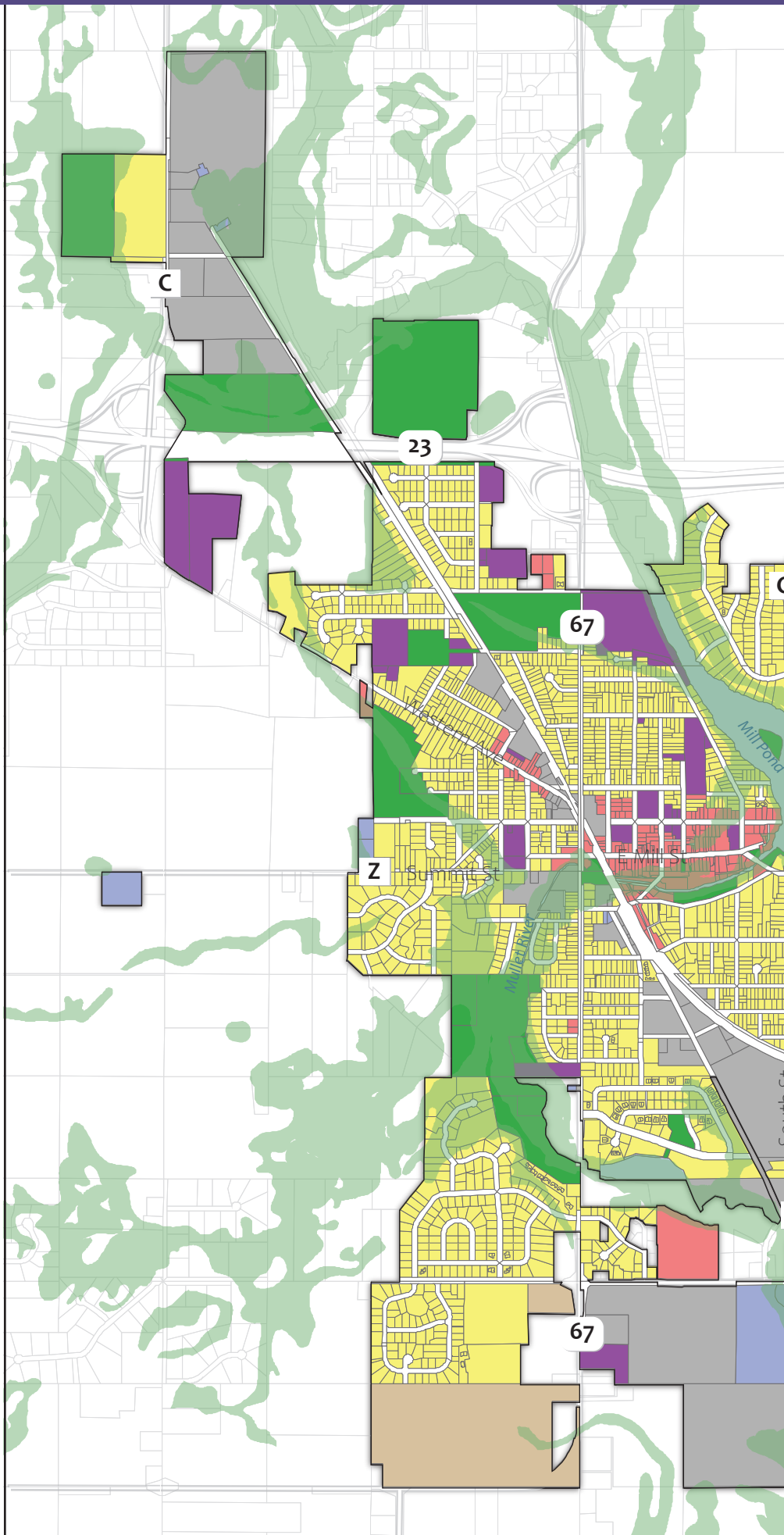
2022-2042

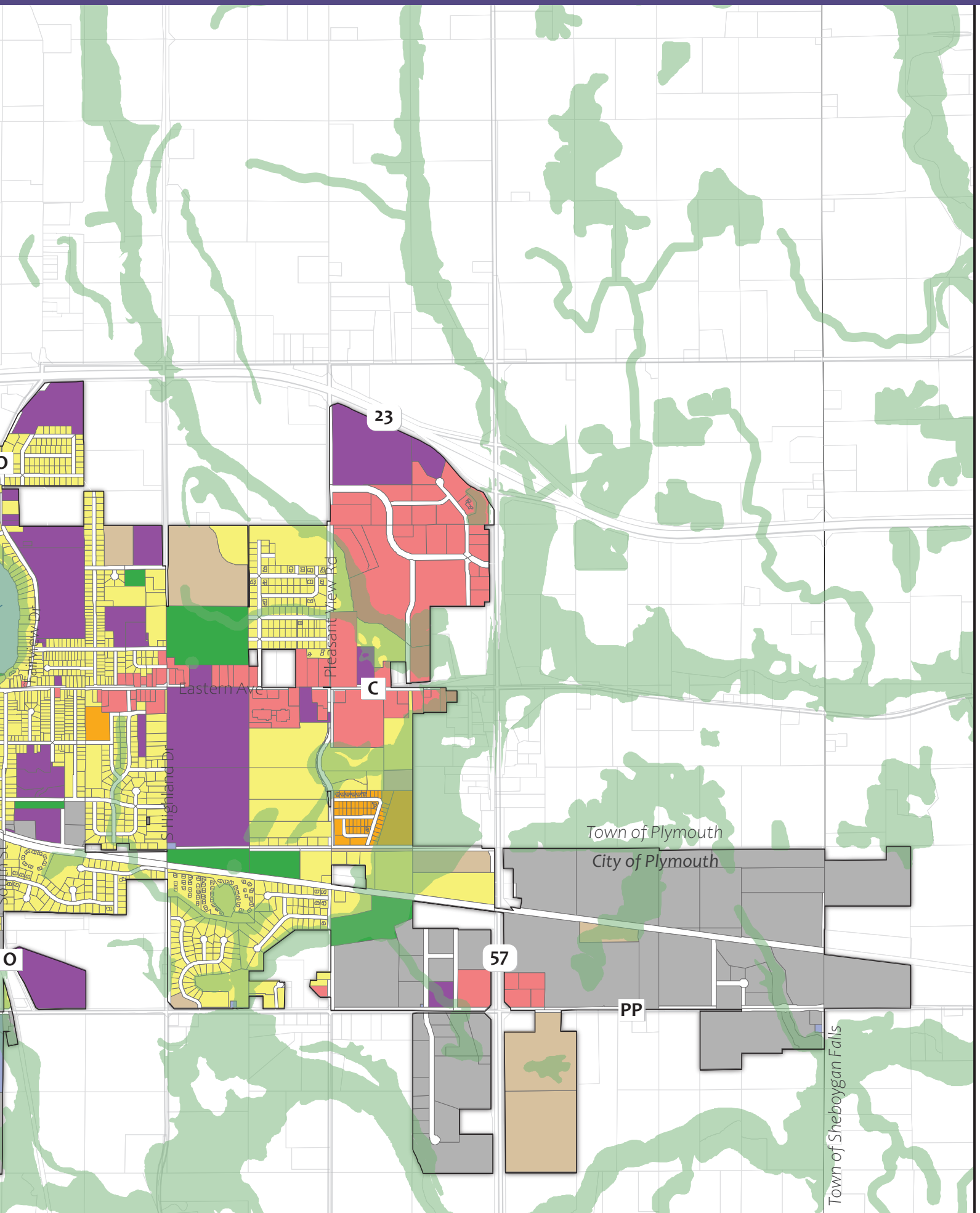
-  Agriculture
-  Commercial
-  Communication/Utilities
-  Industrial
-  Institutional/Governmental
-  Mixed Use
-  Parks and Open Space
-  Residential
-  Environmental Corridors
  
-  Water
-  Right-Of-Way
-  Municipal Boundary



Sources: WDNR, 2019; WisDOT, 2021;  
 City of Plymouth, 2021; Sheboygan County, 2021;  
 Bay-Lake RPC, 2022.

Disclaimer: This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information, and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.





## Future Land Needs

This section summarizes an analysis of future land needs to accommodate projected growth and development in Plymouth over the planning period.

Wisconsin statutes require comprehensive plans to include projections, in five-year increments, for future agricultural, residential, commercial, and industrial land needs for the planning period. This section summarizes the land needs analysis conducted for Plymouth.

### STEP 1: ASSESS DEMAND FOR LAND

The first step in the land needs analysis, is to estimate the amount of land that may be needed to accommodate growth and development over the 2022 to 2042 planning period.

This section relies on key planning assumptions (based on empirical analysis, best practices, and proxy estimates) to inform the analysis. Key findings from this analysis are organized by land use type.

- Agricultural:** This analysis does not forecast a future land need for agricultural acreage inside city limits. Demand for agricultural land is assumed to be met outside of Plymouth's city limits, such as in more rural parts of Sheboygan County and the greater region. This conclusion is based on recent development trends in Plymouth which suggests that Plymouth will continue to urbanize over the planning period.
- Residential:** Based on Plymouth's housing needs projections (see Exhibit 18), Plymouth will plan for 1,007 new housing units over the planning period. To accommodate 1,007 units, based on an assumed average residential net density (seven dwelling units per acre), Plymouth will need about 144 net acres (or approximately 185 gross acres), (see Exhibit 28). If the 1,007 new units were delivered linearly, about 36 net acres (46 gross acres) would be needed to accommodate about 252 new dwelling units every five years.
- Commercial:** Based on Plymouth's employment growth forecast (see Exhibit 45), Plymouth will plan to accommodate about 322 new employees in commercial-related uses. Based on an assumed average employee per net acre (EPA) density assumption (17 EPA), this analysis estimates that about 19 net acres (approximately 24 gross acres) of commercially-designated land will be needed through 2042 (see Exhibit 28). If demand for commercial land grew linearly, approximately 4.8 net acres of commercially-designated land would be needed every five years.
- Industrial:** Based on Plymouth's employment growth forecast (see Exhibit 45), Plymouth will plan to accommodate about 309 new employees in industrial-related uses. Based on an assumed average employee per net acre (EPA) density assumption (12 EPA), this analysis estimates that about 26 net acres (approximately 30 gross acres) of industrially-designated land will be needed through 2042 (see Exhibit 30). If demand for industrial land grew linearly, approximately seven net acres of industrially-designated land would be needed every five years.



**Exhibit 28. Summary of Demand for Residential Land, 2022 to 2042**

Variable	Planning Period				Total
	2023 - 2027	2028 - 2032	2033 - 2037	2028 - 2042	
Housing Demand (Dwelling Units (DUs))	252	252	252	252	1,007
Density Assumption (DUs per Net Acre)	7.0	7.0	7.0	7.0	-
<b>Estimated Land Need (Net Acres)</b>	<b>35.98</b>	<b>35.98</b>	<b>35.98</b>	<b>35.98</b>	<b>143.91</b>
<b>Estimated Land Need (Gross Acres)</b>	<b>46.12</b>	<b>46.12</b>	<b>46.12</b>	<b>46.12</b>	<b>184.50</b>

Source: Calculations by BLRPC.

**Exhibit 29. Summary of Demand for Commercial Land, 2022 to 2042**

Variable	Planning Period				Total
	2023 - 2027	2028 - 2032	2033 - 2037	2028 - 2042	
Employment Growth (Employees)	81	81	80	80	322
Density Assumption (Employees per Net Acre)	17	17	17	17	-
<b>Estimated Land Need (Net Acres)</b>	<b>4.76</b>	<b>4.76</b>	<b>4.71</b>	<b>4.71</b>	<b>18.94</b>
<b>Estimated Land Need (Gross Acres)</b>	<b>6.11</b>	<b>6.11</b>	<b>6.03</b>	<b>6.03</b>	<b>24.28</b>

Source: Calculations by BLRPC.

**Exhibit 30. Summary of Demand for Industrial Land, 2022 to 2042**

Variable	Planning Period				Total
	2023 - 2027	2028 - 2032	2033 - 2037	2028 - 2042	
Employment Growth (Employees)	77	77	77	78	309
Density Assumption (Employees per Net Acre)	12	12	12	12	-
<b>Estimated Land Need (Net Acres)</b>	<b>6.42</b>	<b>6.42</b>	<b>6.42</b>	<b>6.50</b>	<b>25.75</b>
<b>Estimated Land Need (Gross Acres)</b>	<b>7.55</b>	<b>7.55</b>	<b>7.55</b>	<b>7.65</b>	<b>30.29</b>

Source: Calculations by BLRPC.

### STEP 2: ASSESS LAND SUPPLY

The next step in the land needs analysis is to quantify the approximate amount of available land in Plymouth that may accommodate future residential, commercial-related, and industrial-related growth. Exhibit 31 quantifies and Exhibit 33 illustrates an analysis of vacant land using Plymouth’s future land use designations. The exhibits detail that Plymouth has about:

- 134.7 vacant acres that may accommodate new residential development,
- 79.2 vacant acres that may accommodate new commercial development, and
- 141.1 vacant acres that may accommodate new industrial development.

The estimates of vacant acreage by land use type were determined by:

1. Identifying parcels with a land value greater than \$0 and an improvement value of \$0.
2. Conducting a rapid visual assessment of identified vacant parcels to remove parcels currently in use.

Accordingly, some parcels are considered “not vacant” but are still potentially buildable. For example, parcels currently used as a parking lot could be developed into a more productive use in the future. Similarly, a large parcel that is only partially developed could be further developed, or subdivided and then developed, in the future.

### STEP 3: ASSESS LAND SUFFICIENCY

The third and final step of the land needs analysis is to determine the extent to which Plymouth has a sufficient supply of vacant lands to accommodate future residential, commercial, and industrial growth. Step 3 relies on the results of Step 1 and 2.

Based on the analysis, Exhibit 32 shows that Plymouth has a deficit of just over nine acres of residential land, whereas there is sufficient vacant land allocated to accommodate future commercial and industrial growth in the city. To address potential land needs over the planning period, the City of Plymouth can:

- Implement zoning efficiency measures to enable higher development densities.
- Encourage redevelopment and development of more productive uses on currently underutilized and vacant properties.

- Re-designate and re-zone Agriculture lands (prioritizing preservation of the prime agricultural lands) or Woodlands/open spaces for development while being environmentally conscious.
- Strategically plan for the development of greenfield areas in Plymouth’s extraterritorial areas.
- Consider land favorable for future growth in the City of Plymouth’s extraterritorial planning area including:
  - land located south of the Wisconsin Highway 23 corridor and the city’s northern limits.
  - areas beyond the City’s southwestern boundary.

**Exhibit 31. Future Land Use Characteristics of Vacant Lands, Plymouth, 2022 to 2042**

Land Use Category	Net Acres	Share of Acres
Agriculture	150.36	28.4%
Residential	134.69	25.5%
Commercial	79.20	15.0%
Mixed Use	0.83	0.1%
Industrial	141.06	26.7%
Institutional/Governmental	1.39	0.3%
Communication/Utilities	0.19	0.0%
Parks and Open Space	19.94	3.8%
Rights-of-Way (ROW)*	1.22	0.2%
<b>Total</b>	<b>528.88</b>	<b>100.0%</b>

Source: BLRPC.

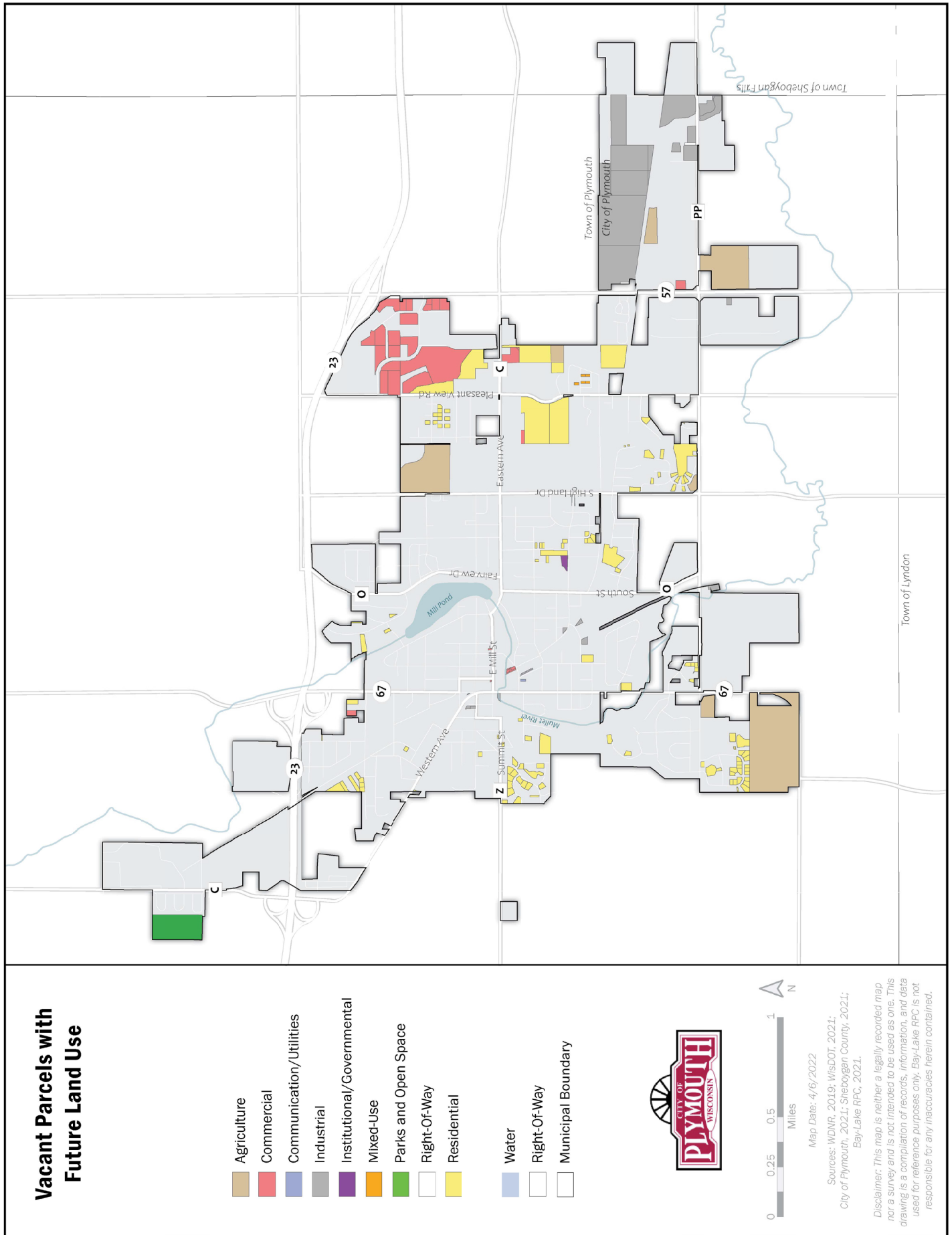
\* Note: ROW may include portions of streets and/or rail corridors.

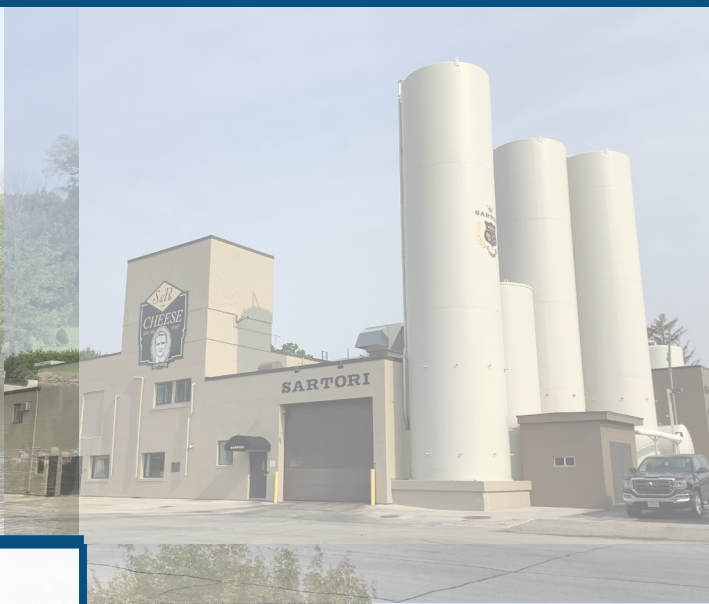
**Exhibit 32. Summary of Land Sufficiency, Plymouth, 2022 to 2042**

Land Use	Net Acres		
	Demand for Land	Land Supply	Land Sufficiency
Residential	143.9	134.7	-9.2
Commercial	18.94	79.2	60.3
Industrial	25.75	141.1	115.4

Source: BLRPC.

Exhibit 33. Vacant Parcels with General Plan Design, Plymouth, 2022 to 2042





# Economic Development

Included in this Element:

- Economic Development Summary
- National and State Trends
- Socio-Economic Characteristics
- Plymouth's Economic Base
- Strengths, Weaknesses, Opportunities, and Threats
- Target Industries
- Employment Growth



## Economic Development Summary

This section summarizes Plymouth's economic development opportunities. It considers national and state economic trends, Plymouth's socio-economic characteristics, Plymouth's economic base, and thoughts shared by the community.

Over the 2022 to 2042 planning period, the City of Plymouth should take advantage of its economic development opportunities, which include:

- **Employment growth.** The City and Town of Plymouth are forecast for growth of about 665 new jobs over the planning period. Of these new jobs, about 46 percent are forecast to be in industrial businesses, nine percent in office and commercial service businesses, 39 percent in retail businesses, and five percent in government. Employment growth may result from new businesses or the expansion of existing businesses. The City of Plymouth can continue to support employment growth by monitoring and replenishing Plymouth's supply of development-ready commercial and industrial land. The City of Plymouth can also work with its partners, such as the Sheboygan County Economic Development Corporation and the Chamber of Commerce, to attract businesses in target industries and to support workforce development initiatives.
- **Vibrant downtown.** Plymouth has a well-defined and budding downtown. It comprises historically intriguing buildings, many small and local businesses, and a well-maintained streetscape that leads toward several, nearby park and recreational sites. The City of Plymouth is also actively working on ways to improve and enhance its downtown, such as through its recent Downtown Design Project (2021). The City of Plymouth can continue to shape its downtown by supporting initiatives that reduce vacancies, attract visitors and patrons, and beautify the area.
- **Quality of life.** Plymouth has a reputation as a community with an exceptional quality of life. It has great schools, accessible healthcare, dozens of parks and recreational sites, an arts and culture scene, and strong local businesses. These are the components necessary to attract families and businesses looking to locate in a new area. The City of Plymouth can continue to bolster the community's quality of life by implementing policies and programs that support housing affordability and availability, encourage high

paying jobs, inspire aesthetic upgrades, and preserve cultural and environmental outlets. Implementing a range of community development initiatives can also help to improve quality of life by strengthening social networks, which can continue to motivate community and economic growth in Plymouth.

- **Eastern Avenue.** One of Plymouth's key corridors, Eastern Avenue, presents an opportunity for future revitalization to transition it toward a more economically dynamic and viable area. Over the planning period, the City of Plymouth may consider developing a master plan for the corridor (and adjacent areas) to evaluate the types of uses that should be permitted (and at what densities), potential investments in the streetscape, and other economic development initiatives to brand and market the area. The intent of the master plan should be to build the area up to enhance the image of corridor and to attract more consumers and businesses to the area.
- **Potential for tourism.** Tourism is a major economic opportunity. A lively tourism industry can create jobs, increase visitor spending, and may help to attract investors and residents who enjoy a destination-rich environment. Over the planning period, the City of Plymouth may focus on ways to support its travel, tourism, leisure and hospitality, and outdoor recreation sectors; encourage events and festivals; and invest in assets that attract visitors to Plymouth.

Importantly, Plymouth must continue to address its:

- **Jobs-housing imbalance** by encouraging and incentivizing the delivery of new housing, at a rate that surpasses Plymouth's historical rate of housing production and delivery.
- **Growing need to attract and train skilled and educated replacement workers** to offset the region's (and state's) growing number of retirees. As Plymouth's and Sheboygan County's population ages, the need for replacement workers will become more dire. Increasing the supply of housing in Plymouth can help to support a growing labor force.

## National and State Trends

The following pages present a brief summary of economic trends at the state and national level.

### SNAPSHOT OF U.S. ECONOMIC TRENDS

- **Total jobs are projected to grow.<sup>1</sup>** Employment is forecast to grow by more than six million jobs between 2019 and 2029. Occupations with the greatest projected change in jobs are within healthcare support, community and social services, and computer and mathematics. Office and administrative support, production, and sales occupations are forecast to decrease by two to five percent in that time.
- **Labor productivity slows.<sup>2</sup>** The Bureau of Labor Statistics has documented an economy-wide slowdown of labor productivity (e.g., output per labor hour) since 2005. This trend has placed “downward pressure on economic growth, worker compensation gains, profits growth, and gains in living standards.” Time will tell if this trend is an interruption between waves of growth or a new reality caused by “diminished returns to innovation.”
- **Small businesses remain strong despite adversity.<sup>3</sup>** Small businesses (firms with less than 500 employees) account for 99.9 percent of U.S. businesses and their employees account for 47 percent of the labor force (2020). Due to the COVID-19 pandemic, the small business unemployment rate grew from 3.6 percent in April 2019 to 14.7 percent in April 2020. As the economy recovers, unemployment will recede back down to a more sustainable level.
- **Automation continues to signal change.<sup>4</sup>** Automation drove American innovation and growth, and it will continue to impact the economy through advances in robotics, artificial intelligence, and machine learning. Research on the impact of automation on employment finds that less than five percent of all occupations are fully automatable, although every occupation can be partially automated. Jobs in manufacturing and retail sales are most likely to be automated, while those that require adaptability and problem-solving (e.g., psychiatrists, legislators) are less likely to be automated. The new age of automation will continue to demand different

skills, but disruptions in employment are expected to be offset by new types of work.

- **E-commerce increasing in popularity.<sup>5</sup>** The trend toward e-commerce has become increasingly preferential to consumers worldwide. From 2000 to 2020, e-commerce sales, as a percent of total retail sales, grew from one to 14 percent. As a result of growing e-commerce sales, an increasing number of retail stores will close.
- **Shift toward natural gas and renewable energy.<sup>6</sup>** The U.S. consumes a variety of energy sources including petroleum (37 percent), natural gas (32 percent), renewable energy (11 percent), coal (11 percent), and nuclear electric power (8 percent), (2019). Between 2010 and 2019, the use of renewable energy (i.e., solar, wind) and natural gas sources increased by 39 and 31 percent, respectively. In this time, the use of petroleum increased by four percent, the use of nuclear power remained unchanged, and the use of coal decreased by 46 percent.

### SNAPSHOT OF STATE ECONOMIC TRENDS

- **Population growth with a drop in young families.<sup>7,8</sup>** Wisconsin’s population grew by about two percent from 2010 to 2019. Despite growth, Wisconsin has experienced concerning out-migration trends with the loss of people in their early twenties to late thirties, resulting in a loss of residents at family bearing ages and children.
- **Wisconsin’s economic base remains strong.<sup>9</sup>** Wisconsin’s largest sectors are manufacturing, health care and social assistance, retail trade, and accommodations and food services. In 2019, these sectors accounted for nearly 60 percent of the state’s private, covered employment base. Between 2015 and 2019, jobs in each of these sectors grew (except retail trade, which decreased two percent). Overall, between 2015 and 2019, Wisconsin increased its private, covered employment by over 150,000 jobs.

- **Automation in manufacturing.**<sup>10</sup> As automation continues to support change, Wisconsin must consider the impact it may have on one of its most prominent sectors: manufacturing. According to research on the topic, “almost 70 percent of employment in the Wisconsin manufacturing sector has an automation probability of 60 percent or higher... over 37 percent of Wisconsin’s manufacturing sector employment has an automation probability of 91 percent or higher.” These findings are still speculative, and “will depend on many factors, including labor availability, capital and labor costs, technological advances, regulatory issues, and the desires of ownership.”
- **Total jobs projected to grow.**<sup>11</sup> Between 2018 and 2028, the state’s employment base is forecast to grow 3.5 percent (nearly 112,000 new jobs). Employment in health care and social assistance, educational services, and construction are forecast to contribute the most to new jobs (60,364 new jobs representing 54 percent of all new jobs in the state). However, in this time, three industries are expected to decline by a combined total of 9,136 jobs: retail trade, utilities, and government.
- **Workforce replacement rate declines.**<sup>12</sup> As the Baby Boomer generation ages, seniors approaching retirement and newly retired persons have grown. A 2019 report documenting Wisconsin’s workforce replacement rates find that the number of people entering the workforce is increasingly insufficient to cover those leaving the workforce. In 1990, the workforce replacement rate was 1.75, by 2010 it was 0.97, and as of 2017 it was 0.87.
- **Wages stagnate.**<sup>13</sup> Wisconsin’s minimum wage (\$7.25) has not grown since 2010. Meanwhile, the minimum wage is \$9.65 in Michigan, \$10.08 in Minnesota, and \$11.00 in Illinois (2021). Comparatively lower minimum wages might entice employers requiring low-skilled workers to the state; however, stagnant wages can also reduce standards of living and limit economic stimulation through consumer spending. In Wisconsin, the average (inflation-adjusted) annual

wage only increased marginally between 2015 and 2019 (from \$49,000 to \$50,500).

- **Small businesses grow.**<sup>14</sup> In 2020, small businesses (firms with fewer than 500 employees) accounted for 99.4 percent of total businesses in Wisconsin and their employees accounted for about half of the workforce. Small businesses added 15,315 new jobs in 2019, with businesses with 20 or fewer employees contributing 13,489 of these new jobs (88 percent).

#### National and State Trends References:

- 1) U.S. Bureau of Labor Statistics, Employment Projections program (2019 to 2029).
- 2) U.S. Bureau of Labor Statistics (April 2021). *The U.S. productivity slowdown: an economy-wide and industry-level analysis*, Monthly Labor Review.
- 3) U.S. Small Business Office of Advocacy (May 2020). *2020 Small Business Profiles for The States and Territories*.
- 4) McKinsey Global Institute (January 2017). *A Future that Works: Automation, Employment, and Productivity*.
- 5) U.S. Census Bureau. Estimated Quarterly U.S. Retail Sales (Adjusted): Total and E-Commerce.
- 6) U.S. Energy Information Administration (May 2020). *U.S. energy facts explained*, U.S. Department of Energy.
- 7) U.S. Census 2010 decennial and 2015-2019 ACS.
- 8) Dale Knapp (April 2019). *Falling Behind: Migration Changes & State Workforce*, Forward Analytics.
- 9) Wisconsin’s Department of Workforce Development. Quarterly Census of Employment & Wages, 2015 and 2019.
- 10) Tessa Conroy, Matt Kures, and I-Chun Chen (May 2018). *The State of Manufacturing in Wisconsin*, UW Extension.
- 11) Wisconsin’s Department of Workforce Development. Industry Long-Term Statewide Employment Projections, 2018 to 2028.
- 12) Dale Knapp (April 2019). *Falling Behind: Migration Changes & State Workforce*, Forward Analytics.
- 13) St. Louis Fed. State Minimum Wage Rates for Wisconsin, Michigan, Minnesota, and Illinois, 1968 to 2021.
- 14) U.S. Small Business Office of Advocacy (2020). *2020 Small Business Profiles for Wisconsin*.

## Socio-Economic Characteristics

To better understand the factors that influence Plymouth’s economy, this section focuses on demographic and resident employment trends.

**Residents in Plymouth earn about \$40,000 per year on average.** Exhibit 34 shows that residents living in Plymouth have slightly higher average earnings than residents living in Sheboygan County and Wisconsin overall.

**From 2000 to 2019 and after adjusting for inflation, average earnings of residents living in Plymouth increased marginally.** Meanwhile, average earnings decreased for residents living in Sheboygan County and Wisconsin (Exhibit 34).

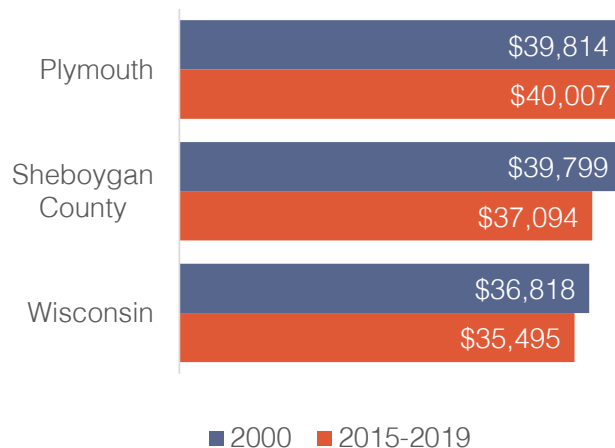
Note that despite an increase in *average* earnings between 2000 to 2019 (Exhibit 34), Plymouth’s *median* household income still decreased in this time (see Exhibit 5).\*

**Plymouth has a larger share of highly educated residents than Sheboygan County and Wisconsin.** About 28 percent of Plymouth residents have a bachelor’s degree or higher, compared to 16 percent of residents living in Sheboygan County and 25 percent of residents living in the State of Wisconsin (Exhibit 35).

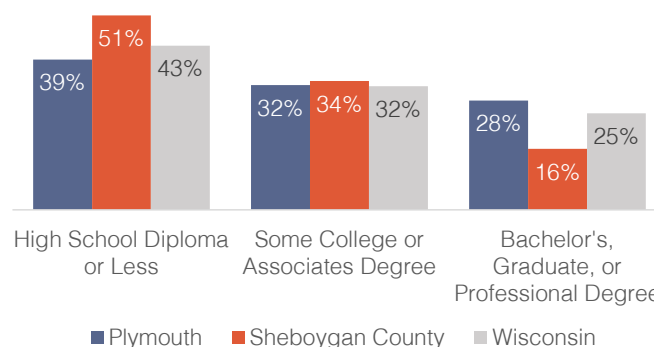
The availability of a skilled and educated workforce in Plymouth can improve the quality of labor in the community and attract businesses that require an educated workforce.

**Plymouth’s civilian labor force comprised over 4,500 people in 2019.** The largest share of Plymouth’s resident labor force was employed in management, business, science, and arts related occupations (Exhibit 36). From 2000 to 2019, this occupational category increased by 607 people.

**Exhibit 34. Average Earnings for the Residents Aged 16 and Older with Earnings (2019 dollars), Plymouth, 2000, 2015–2019**



**Exhibit 35. Educational Attainment, Residents Aged 25 and Older, Plymouth, Sheboygan County, Wisconsin, 2015–2019**



**Exhibit 36. Civilian Labor Force by Occupation, Plymouth, 2015–2019**

Occupation Category	Number	Share
Management, business, science, & arts	1,722	38%
Production, transportation, & material moving	1,130	25%
Service	681	15%
Sales & office	632	14%
Natural resources, construction, & maintenance	356	8%
<b>Total</b>	<b>4,521</b>	<b>100%</b>

Sources: U.S. Census Bureau, Decennial Census (2000). U.S. Census Bureau, ACS 5-year data (2015-2019).

\* Note: To contextualize this difference, note that average is an arithmetic mean of a set of numbers and median is a numeric value that separates the higher half of a set of numbers from the lower half. Household income may include one or more persons with an income (Exhibit 5), while Exhibit 34 represents a single earner.



**Plymouth’s labor force participation rate is similar to Sheboygan County’s and Wisconsin’s.** Exhibit 37 shows that Plymouth’s labor force participation rate stayed about the same from 2000 to 2019 (around 70 percent).

**Plymouth’s unemployment rate was about three percent in 2019, up from 1.2 percent in 2000 (Exhibit 38).** In 2019, Plymouth’s unemployment rate was similar to Sheboygan County’s and less than Wisconsin’s.

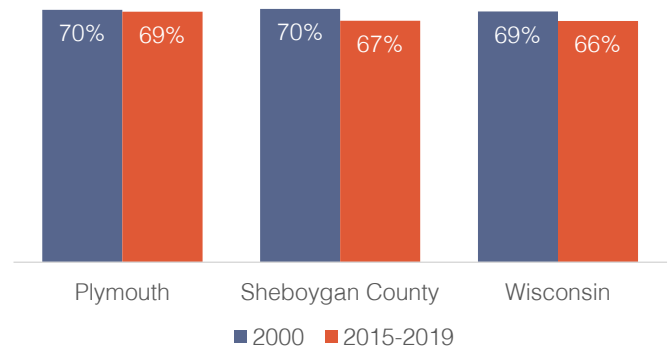
During the COVID-19 pandemic in 2020, unemployment was at an all time high. Sheboygan County’s unemployment rate hit its peak at 15.1 percent in April 2020 and 11.5 percent in May of 2020. As of May 2021, Sheboygan County’s unemployment rate was 3.3 percent.

**A majority of the people who live in Plymouth and participate in the labor force, commute outside of the city for work.** This amounts to 3,347 people (or 80 percent of the resident labor force), (Exhibit 39). The primary places that these commuters are working in include the City of Sheboygan, the Village of Kohler, and the City of Sheboygan Falls.

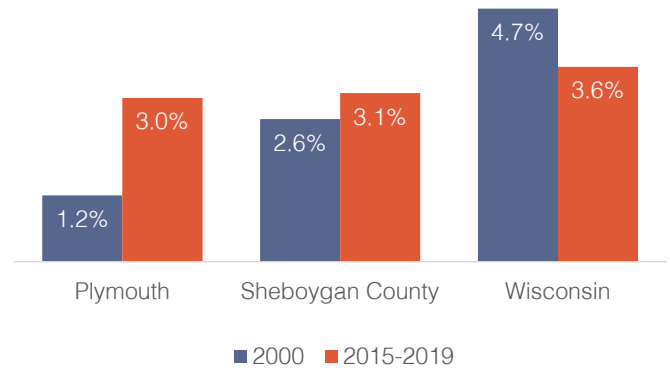
**Over 3,900 commute into Plymouth for work (Exhibit 39).** Many of these commuters live in the City of Sheboygan and the City of Sheboygan Falls.

**Almost all of Plymouth’s residents (aged 16 years or older) who commute to work do so by car, truck, or van (93 percent).** About three percent of these residents commute to work by walking, two percent by other means, and three percent work from home.

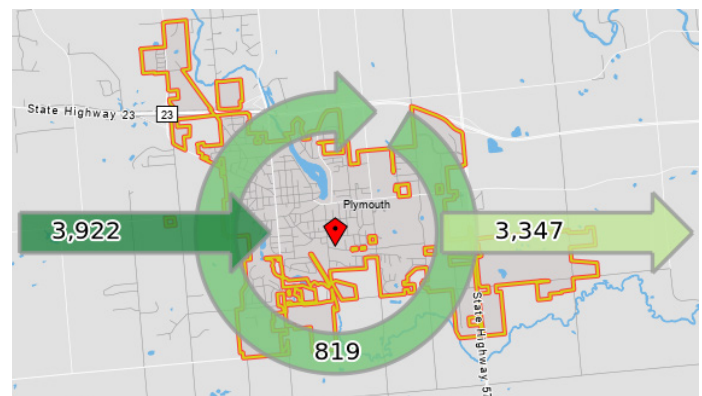
**Exhibit 37. Change in Labor Force Participation Rates for the Residents Aged 16 and Older, Plymouth, Sheboygan County, Wisconsin, 2000 and 2015–2019**



**Exhibit 38. Change in Unemployment Rates for the Residents in Labor Force Aged 16 and Older, Plymouth, Sheboygan County, Wisconsin, 2000 and 2015–2019**



**Exhibit 39. Commuting Patterns, Plymouth, 2018**



Sources: U.S. Census Bureau, Decennial Census (2000). U.S. Census Bureau, ACS 5-year data (2015-2019). U.S. Census, OnTheMap (2018). U.S. Bureau of Labor Statistics, from FRED of St. Louis.

## Plymouth's Economic Base

This section summarizes Plymouth's economic base using data from Wisconsin's Department of Workforce Development. Due to data collection limitations, this section is reflective of both the City and Town of Plymouth.

Exhibit 40 summarizes the City and Town of Plymouth's economic base. It shows that:

- The City and Town of Plymouth had 9,158 jobs at 386 establishments in 2019, with an average firm size of 24 employees.
- In 2019, the industries with the greatest number of employees was (1) Manufacturing, (2) Health Care and Social Assistance, and (3) Retail Trade. These industries accounted for 5,688 jobs, or 62 percent of the total employment base.
- From 2009 to 2019, the City and Town of Plymouth's employment base changed substantially. In this time, total employment increased by 1,663 jobs (about 22 percent). The number of firms increased by a total of four firms. The industries that experienced the most growth (in terms of number of new employees) was (1) Manufacturing, (2) Health Care and Social Assistance, and (3) Professional and Technical Services & Management of Companies and Enterprises. Combined, these sectors contributed more than 2,461 new jobs (about 27 percent of all jobs in 2019).
- Several industries lost employees between 2009 and 2019. Wholesale Trade experienced the most loss (689 employees and 11 firms). Retail Trade, despite gaining one new firm (i.e., business establishment), lost about 117 employees.

**Exhibit 40. Employment and Firm Characteristics by Industry, City of Plymouth and Town of Plymouth, 2009 and 2019**

Industry	Employees (2019)	Firms (2019)	Change in Employees (2009-2019)	Change in Firms (2009-2019)
Manufacturing	3,380	36	1,513	(2)
Health Care and Social Assistance	1,468	46	801	10
Retail Trade	840	41	(117)	1
Educational Services	760	8	(4)	1
Arts, Entertainment, and Recreation & Accommodation and Food Services	662	44	85	3
Public Administration	482	6	(35)	0
Utilities and Transportation and Warehousing	444	25	52	4
Professional and Technical Services & Management of Companies and Enterprises	293	32	147	1
Construction	250	36	(61)	(6)
Other Services	124	35	1	3
Administrative and Waste Services	115	12	14	0
Finance and Insurance	101	27	(19)	(1)
Wholesale Trade	95	10	(689)	(11)
Agriculture, Forestry, Fishing, Hunting	75	8	6	(1)
Information	38	6	(31)	0
Real Estate, Rental, Leasing	31	14	0	2
<b>Total</b>	<b>9,158</b>	<b>386</b>	<b>1,663</b>	<b>4</b>

Source: QCEW for the City and Town of Plymouth (2009 and 2019).

In 2019, the average wage per employee in Plymouth was \$48,673 (Exhibit 41). On average, seven of Plymouth's 16 industries provided above-average wages to its employees. The industry that provided the highest average wage was Wholesale Trade (\$66,000). While this industry provides higher-end wages, it also experienced the most decline from 2009 to 2019, with a total loss of 689 jobs in this time (see Exhibit 40 for reference).

Plymouth is benefited by the fact that its largest industry, manufacturing, provides above average wages to its employees (about \$14,100 more than the average wage).

Without adjusting for inflation, Exhibit 41 shows that Plymouth's average wage increased by about \$12,000

between 2009 and 2019. In that time total wages increased by about \$171.5 million. With the exception of the Wholesale Trade, Information, and Administrative and Waste Services industries, all industries experienced growth in total wages.

After adjusting for inflation, the average wage (in 2019 dollars) in Plymouth decreased by \$8,417, from \$57,090 in 2009 to \$48,673 in 2019. Total wages (in 2019 dollars) across all industries also decreased, with the exception of Other Services, which increased by about \$1,400. In total, and after adjusting for inflation, wages decreased by \$17.9 million, from \$427.9 million in 2009 to \$445.7 million in 2019.

**Exhibit 41. Change in Total Wages and Average Wage per Employee, City of Plymouth and Town of Plymouth, 2009 and 2019**

Industry	Average Wage per Employee (2019)	Total Wages (2019)	Change in Average Wage per Employee (2009-2019)	Change in Total Wages (2009-2019)
Wholesale Trade	\$66,039	\$6,273,680	\$17,622	(\$31,685,181)
Manufacturing	\$62,813	\$212,309,306	\$16,827	\$126,452,676
Professional and Technical Services & Management of Companies and Enterprises	\$54,734	\$16,037,042	\$15,716	\$10,340,387
Construction	\$50,496	\$12,624,064	\$8,280	(\$505,089)
Health Care and Social Assistance	\$51,354	\$75,386,938	\$12,542	\$49,499,425
Utilities and Transportation and Warehousing	\$49,800	\$22,111,318	\$9,139	\$6,171,994
Finance and Insurance	\$48,725	\$4,921,210	\$10,618	\$348,395
Public Administration	\$47,821	\$23,049,956	\$6,892	\$1,889,157
Educational Services	\$36,871	\$28,021,659	\$1,115	\$704,318
Real Estate, Rental, Leasing	\$34,183	\$1,059,662	\$12,052	\$373,616
Retail Trade	\$30,835	\$25,901,391	\$7,782	\$3,839,947
Other Services	\$30,793	\$3,818,284	\$11,974	\$1,503,559
Agriculture, Forestry, Fishing, Hunting	\$28,918	\$2,168,853	\$2,778	\$365,209
Information	\$26,820	\$1,019,154	\$427	(\$801,979)
Administrative and Waste Services	\$17,922	\$2,061,053	(\$7,478)	(\$504,395)
Arts, Entertainment, and Recreation & Accommodation and Food Services	\$13,572	\$8,984,904	\$4,014	\$3,469,461
<b>Total</b>	<b>\$48,673</b>	<b>\$445,748,474</b>	<b>\$12,077</b>	<b>\$171,461,500</b>

Source: QCEW for the City and Town of Plymouth (2009 and 2019).

## Strengths, Weaknesses, Opportunities, and Threats

This section summarizes Plymouth's strengths, weaknesses, opportunities, and threats from an economic development perspective. Findings are based on economic analysis, field visits, and public input.

### STRENGTHS

**Advantageous location:** Plymouth's location is an advantage for workforce commuting as it is intersected by Wisconsin Highway 23, 57, and 67. Plymouth is less than 15 miles from downtown Sheboygan and it is about a half hour drive from downtown Fond Du Lac and a one hour drive from downtown Milwaukee. Accordingly, Plymouth can attract workers with various skills from the broader region. In addition, residents of Plymouth are in close proximity to a range of different shopping and entertainment options in nearby cities and metropolitan areas.

**Downtown and historic district:** Plymouth's downtown and historic district provides economic and recreational opportunities for residents and visitors alike. In addition to a concentrated and visually pleasing urban form and multiple Walldogs murals, Plymouth's downtown and historic district offers an alluring place for small and local businesses to set up shop.

**Quality of life:** Plymouth is intersected by the Mullet River, contains several city parks, and is in close proximity

to the Kettle Moraine Red Oaks State Natural Area and the Lake Michigan lakeshore. In addition to these natural and recreational opportunities, Plymouth is safe and offers small-town character, a well-liked school district, access to urban amenities, and distinctive historic buildings. Plymouth may continue to attract residents, businesses, and visitors who prefer or enjoy these types of characteristics.

**Active government:** The City of Plymouth is very active in improving Plymouth's quality of life, economy, and services offered. In addition, Plymouth has an active Industrial Development Corporation, which buys land to make available for economic development purposes.

**Manufacturing base:** The City and Town of Plymouth's manufacturing industry has grown by 1,513 employees, from 1,867 in 2009 to 3,380 in 2019. Part of Plymouth's manufacturing success is due to the number of large, thriving businesses that call Plymouth home (such as Van Horn Automotive Group, Sargento Foods, Mid-American Dairymen, Great Lakes Cheese of Wisconsin, Masters Gallery Foods, and Satori Foods Corporation).



## WEAKNESSES

**Workforce replacement:** Plymouth’s population is aging. Over the last 20 years, Plymouth and Sheboygan County has seen declining numbers of people under the age of 18 and between the age of 20 and 39. As the number of retirees in Plymouth grows, the city will need to train or attract skilled and educated replacement workers.

As of September 2021, Sheboygan County had approximately 1,637 available job openings published on the Job Center of Wisconsin’s website. About 12 percent of the job openings were for production occupations and 11 percent were for management occupations. Without public intervention, the employment gap may continue to grow as the population ages. For example, Exhibit 32 shows that the number of seniors in Sheboygan County is projected to grow from 19 percent of the total population in 2020 to 26 percent of the total population in 240 (an increase of over 10,000 people). This will have implications on the county and Plymouth’s workforce and economy.

**Exhibit 42. Population Projections for People 65 Years of Age and Older, Sheboygan County**

Year	Population 65 Years +	Percent of Total Population
2020	22,740	19%
2025	27,020	22%
2030	30,790	24%
2035	32,660	26%
2040	32,800	26%

Source: Department of Administration, Demographic Services Center.

**Jobs–housing imbalance:** The City of Plymouth has cited concerns for an imbalance of housing units compared to job opportunities in the city. Given the limited supply of available housing, individuals employed in Plymouth often struggle to find housing in Plymouth. Insufficient housing options in Plymouth increases commute times which contributes to regional traffic congestion issues.

**Business park identity:** Public comments cited concern for poor design elements in existing business parks. To ensure that the development of new business parks (as well as future renovation of existing business parks) encapsulates principles of good design, the City of Plymouth may consider establishing business park design guidelines or standards to encourage visual continuity of the buildings’ architecture. The design regulations could consider building mass, scale, materials, and color relative to adjacent development.

**Entertainment options:** Public comments cited a need for more entertainment options to satisfy residents and to attract tourists and visitors. Entertainment option suggestions included: a music venue, a casino, a hotel with convention center, and a movie theater in the downtown area.

**Vacant buildings:** Public comments reiterated the need to fill vacant commercial buildings throughout the city (including downtown and along Eastern Avenue).

## OPPORTUNITIES

**Downtown design standards and guidelines project:** As of 2021, the City of Plymouth was seeking opportunities to improve the form and function of its downtown to catalyze new business, fill vacant buildings, and increase tourism and local spending in the downtown. To accomplish this feat, the City of Plymouth formed an Ad-Hoc Committee to oversee a Downtown Design Standards and Guidelines project. The project is intended to establish recommendations to implement over several years. Outcomes are anticipated to support economic development for years to come.

**Eastern Avenue revitalization:** Eastern Avenue provides many advantages and opportunities. Its location provides a straight route into Plymouth’s downtown and to Wisconsin Highway 57, and it is one of the most heavily traveled streets in the community. The corridor contains many established businesses (east of N Burns Avenue) and residencies (west of N Burns Avenue). Notable uses along the corridor include the Plymouth High School, the Piggly Wiggly and Pick ‘n Save grocery stores, Walgreen’s

Pharmacy, a BP and Clark gas station, and the Redeemer Lutheran Church. Continued reinvestment to revitalize the area could improve the area economically and further entice consumers to the area.

**Business improvement or tax increment finance district:** Plymouth's downtown and/or Eastern Avenue commercial corridor may be viable candidates for a business improvement district (BID), which is a tool that provides a means to formally organize and fund (through a special assessment) the development, improvement, and promotion of the downtown area. As an alternative, a tax increment finance district (TID) could be formed. A TID would allow the City of Plymouth to fund infrastructure and other improvements in a specific (blighted) geographic area, through property tax revenue without imposing a new tax assessment.

Note: The City of Plymouth's existing TID (TID #4, approved September 11, 2001) is expiring soon. The expiration of TID #4 legally enables the City of Plymouth to establish a new TID, if they choose, as their equalized value will be brought back under 12 percent (per sec. 66.1105(4)(gm)4.c., Wis. Stats.). In that, the equalized value limit (12 percent) is the maximum property value a municipality can have within one or more TIDs.

**Improve access to broadband:** Plymouth may continue to evaluate opportunities to increase access to broadband, such as by participating in county-wide broadband discussion. Access to broadband, among other benefits, improves internet quality and enables videoconferencing and large data transfers. This is beneficial for businesses and residents, and is increasingly important in our remote and globalizing world.

**Connectivity improvements:** The Sheboygan Area's Transportation Plan (SATP), which helps to guide transportation decision making through 2045, mentions objectives to expand State Highway 23 to four lanes from west of Plymouth to Fond du Lac (Objective 1.1) and to implement overpasses over State Highway 23 from Plymouth to Sheboygan Falls (Objective 2.1). The plan also mentions intentions to extend Old Plank Road Trail to Fond du Lac when State Highway 23 is

expanded between Plymouth and Fond du Lac. These transportation improvements increases connectivity to Plymouth and may help to improve workforce commuting and visitor activity.

**Redevelopment of closed Kmart building:** In recent years, Kmart, a department store located at 2615 Eastern Avenue, permanently closed opening up an opportunity for redevelopment and adaptive reuse. The privately-owned, old Kmart building is located on a 17.12 acre parcel which contains several other buildings and businesses (including the Pick 'n Save grocery store, Neat Repeats thrift store, and Fantastic Sams hair parlor). An increasing number of big box stores have closed over the last decade and developers have begun reconfiguring permanently closed department stores to accommodate a range of different, new uses. Some new uses include multifamily housing, office space, multi-tenant retail or office space, fitness and athletic centers, churches, and educational facilities.

## THREATS

**Decline in Wisconsin's and the United States' economy:** Situations such as the 2008 housing crisis or the recent COVID-19 pandemic are beyond Plymouth's local control but can directly affect the region and Plymouth.

## Target Industries

Data and findings outlined below help to document Plymouth's specialized industry clusters. This analysis informs a discussion of potential industries to target over the planning period.

Exhibit 43 (displayed on the next page) categorizes Plymouth's industries using the results of a location quotient (LQ) analysis. LQs highlight how the balance of employment in a local economy, compared to the balance in employment in the region as a whole. The proportion of jobs in each local industrial sector is measured, as a ratio, against its corresponding sector at the regional level. The analysis uses the United States as the standard for comparison with the county's economy.

Key findings of Exhibit 43 and a summary of industries to target are outlined below.

- **Growing Industries:** Plymouth has three growing industries: (1) Manufacturing, (2) Utilities and Transportation and Warehousing, and (3) Health Care and Social Assistance. Growing industries have an employment base that is more concentrated relative to Wisconsin's employment base overall, and employment numbers are increasing.

Given the characteristics of growth industries, opportunities in Manufacturing, Utilities and Transportation and Warehousing, and Health Care and Social Assistance should be pursued and targeted. These industries are already proving to be attracted to the area, and their impact helps to meet Plymouth's economic development objectives by spurring economic growth, encouraging above-average wages, and providing job opportunities for people with a range of skillsets.

- **Emerging Industries:** Plymouth has five emerging industries. Emerging industries have a growing population base, but are less concentrated than the industry average for Wisconsin as a whole. These industries are (1) Agriculture, Forestry, Fishing, and Hunting; (2) Arts, Entertainment, Recreation, Accommodation, and Food Services; (3) Professional and Technical Services; (4) Other Services; and (5) Administrative and Waste Services.

The City of Plymouth can target specific emerging industries as needed to meet its economic development objectives. For example, support for

Arts, Entertainment, Recreation, Accommodation, and Food Services can help improve tourism potential in Plymouth. The City of Plymouth is also already supportive of a local entrepreneurial spirit. Continuing to support small, local businesses can help to grow opportunities in many of Plymouth's emerging industries, particularly in the Arts, Entertainment, Recreation, Accommodation, and Food Services industry; the Professional and Technical Services industry; and the Other Services industry.

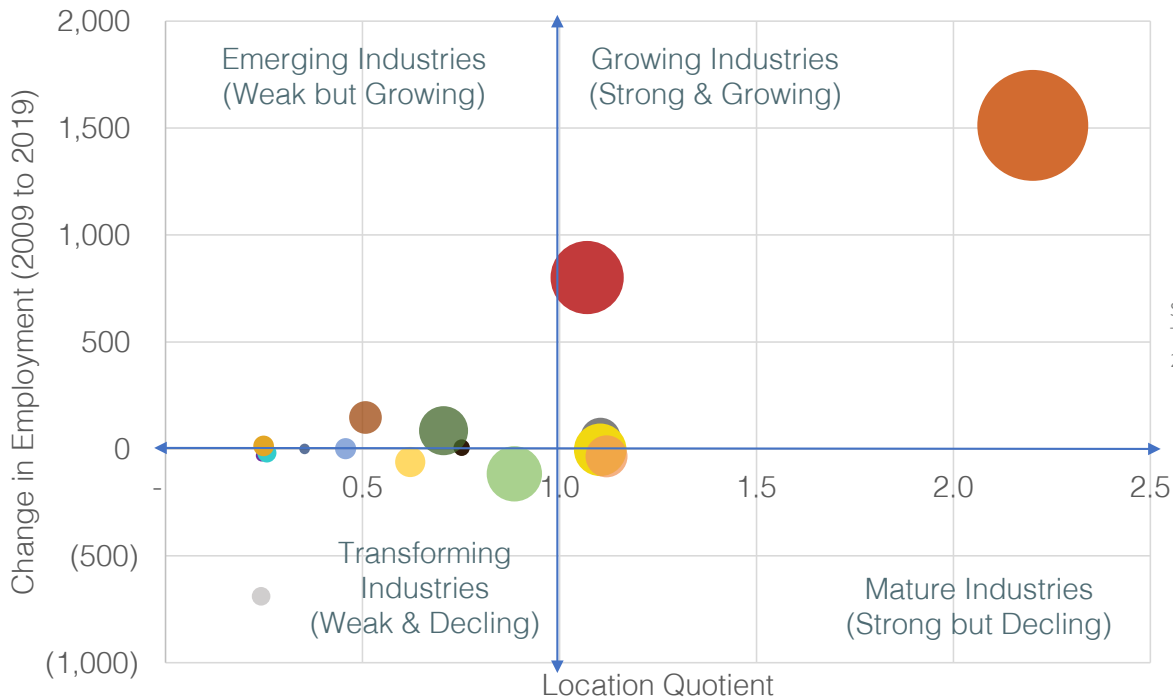
- **Mature Industries:** Plymouth has two mature industries (1) Public Administration and (2) Educational Services. These industries are experiencing declining employment growth, but are concentrated relative to Wisconsin overall. Public Administration and Education Services did experience limited employment decline, however (35 and four employees, respectively) and could continue to be targeted over the planning period.

Supporting the Educational Services and Public Administration industries is advised. These two industries provide intrinsic public benefits and value in the form of training and education, community development services, and city direction/policy guidance. In addition, both of these industries provide near-average wages.

- **Transforming Industries:** Plymouth has six transforming industries, with declining/no employment growth and weak employment concentrations relative to Wisconsin. These industries are (1) Retail Trade; (2) Construction; (3) Real Estate, Rental, and Leasing; (4) Finance and Insurance; (5) Information; and (6) Wholesale Trade.

The City of Plymouth may choose to support transforming industries to ensure businesses within this category do not decline further. For example, support for Retail Trade may help boost Plymouth's potential for tourism. Support for Wholesale Trade may help to ensure Plymouth retains jobs that provide proportionately higher wages.

Exhibit 43. Economic Base, City of Plymouth and Town of Plymouth, 2019



Source: QCEW for the City and Town of Plymouth (2009 and 2019) and Wisconsin (2019).

- Agriculture, Forestry, Fishing, Hunting
  - Construction
  - Manufacturing
  - Wholesale Trade
  - Retail Trade
  - Utilities and Transportation and Warehousing
  - Information
  - Finance and Insurance
  - Real Estate, Rental, Leasing
  - Professional and Technical Services & Management of Companies and Enterprises
  - Administrative and Waste Services
  - Educational Services
  - Health Care and Social Assistance
  - Arts, Entertainment, and Recreation & Accommodation and Food Services
  - Other Services
  - Public Administration
- Bubble Size = Total Employment, 2019

- If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand and implies that the goods or services of that sector are being “imported” into the locale from somewhere outside the region.
- An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic.
- An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use; therefore these goods and services are exported to non-local areas, which makes them basic sector employment.



## Employment Growth

This section documents the City of and Town of Plymouth's forecast for employment growth over the planning period.

Exhibit 44 presents the City and Town of Plymouth's employment growth forecast. It shows that the City and Town of Plymouth is forecast to grow by 665 jobs between 2022 and 2042. This projection assumes that employment in the City and Town of Plymouth will grow at an average annual growth rate (AAGR) of 0.35 percent, which is based on the AAGR of the Bay Area Region.

For planning purposes, Plymouth's employment forecast for the 2022 to 2042 period (665 new employees) was distributed to generalized land use types (see Exhibit 45). Using the City and Town of Plymouth's current distribution of employment as a basis, about 309 of Plymouth's forecasted 665 employees are assumed to require industrial land, 322 employees are assumed to require commercial lands (for retail or service based occupations), and 35 employees are assumed to require public/institutional lands.

**Exhibit 44. Employment Forecast, City of Plymouth and Town of Plymouth, 2022 to 2042**

Employment Forecast	
Forecasted Employment 2022	9,254
Forecasted Employment 2042	9,919
Change in Total Employment 2022 to 2042	
Number	665
Percent	7.2%
AAGR <sup>1</sup>	0.35%

Source: QCEW for the City and Town of Plymouth (2019) and Wisconsin Department of Workforce Development.

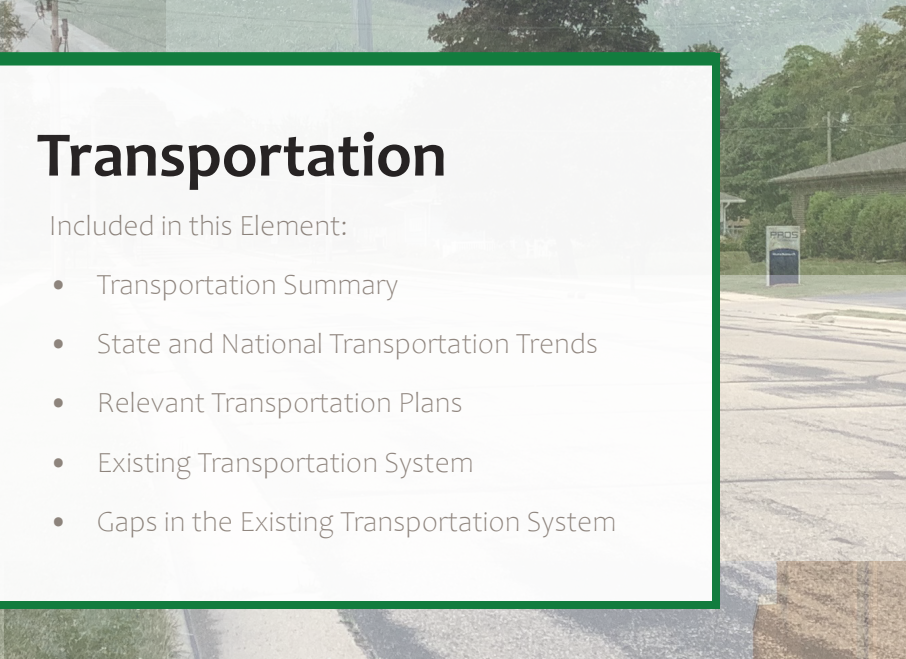
Note 1: The employment growth factor for this analysis is based on long-term (2018 to 2028) employment projections prepared by Wisconsin's Department of Workforce Development (WDWD). WDWD projects that the Bay Area Region (in which Plymouth is located) will grow by an AAGR of 0.35 percent between 2018 and 2028. BLRPC used this factor as the primary assumption in Plymouth's employment forecast for the 2022 to 2042 period.

**Exhibit 45. Employment Forecast by Land Use Type, City of Plymouth and Town of Plymouth, 2022 to 2042**

Generalized Land Use Type	Employment 2022	Employment 2042	Existing Employment Distribution by Land Use Type	Change in Employment (2022 to 2042)
Industrial	4,288	4,597	46%	309
Retail Commercial	849	910	9%	61
Office & Commercial Services	3,630	3,891	39%	261
Public (Government)	487	522	5%	35
<b>Total <sup>1</sup></b>	<b>9,254</b>	<b>9,919</b>	<b>100%</b>	<b>666</b>

Source: QCEW for the City and Town of Plymouth (2019) and Wisconsin Department of Workforce Development.

Note 1: 'Change in Employment' (total) does not sum to 665 due to rounding.



# Transportation

Included in this Element:

- Transportation Summary
- State and National Transportation Trends
- Relevant Transportation Plans
- Existing Transportation System
- Gaps in the Existing Transportation System



## Transportation Summary

This section summarizes Plymouth's transportation needs to plan for over the 2022 to 2042 period.

The City of Plymouth would like to encourage and support improvements that safeguard an efficient and safe transportation network. Over the 2022 to 2042 planning period, the City of Plymouth may focus on:

- Continuing to seek and preserve funding to maintain and improve the transportation system. Plymouth should allocate most of its transportation revenue toward the operations and maintenance of its existing transportation system.
- Strategically investing in new transportation projects over time, and in a way that is fair and equitable to existing and new residents/businesses and different users (pedestrians, bicyclists, and motorists). As new capital projects are identified as needed, they should be planned for, prioritized, and incorporated into the City of Plymouth's capital improvement plan (CIP).
- In particular, the City of Plymouth may evaluate streetscape improvement and safety projects along Eastern Avenue, in the downtown area, and at key intersections and railroad crossings throughout the city. Planning future roadway networks in Plymouth's extraterritorial areas.
- Encouraging developers of greenfields to allocate sufficient space for bicyclists and a quality pedestrian environment.
- Reducing sprawling and unsightly parking lots. To the extent possible, in employment areas, in business parks, and in higher density residential neighborhoods, the City of Plymouth may encourage site design and area plans that concentrate shared parking behind buildings, below buildings, and/or in structured facilities.
- Connecting with state and regional transportation providers and stakeholders. As a small city, the City of Plymouth will need to continuously advocate for itself to ensure Plymouth remains a priority for on-demand public transportation services and funding. Regional transportation providers and stakeholders to convene with include Shoreline Metro, Sheboygan Metropolitan Planning Organization, Sheboygan County (including its Aging and Disability Resource Center), Wisconsin's Department of Transportation, and Wisconsin Transit Riders Alliance.
- Continuing to engage with the community about their transportation concerns and preferences.

## State and National Transportation Trends

This section summarizes trends in transportation policy and modal preferences. While Plymouth must be aware of these trends, it is still a small community with limited resources. The City cannot financially support all transportation and technological shifts, as well as its mandated services.

**Active transportation.** Walking and bicycling as a mode of transportation is increasingly common. Increased investments in traditional transportation infrastructure and the public realm have encouraged and guided preferences for walking and biking. However, in many cases, weather as well as distance to employment centers and destinations can limit active transportation as a viable travel mode (particularly for workforce commuting).

**Electric vehicles.<sup>1,2</sup>** The electric vehicle (EV) market is expanding. According to the Pew Research Center, “7% of U.S. adults said they currently have an electric or hybrid vehicle, and 39% said they were very or somewhat likely to seriously consider buying an electric vehicle the next time they’re in the market for new wheels.” As consumption of EVs grows, so too will the need for charging stations in accessible locations. Based on 2020 data from Clean Wisconsin, there are about 550 public EV charging stations located throughout Wisconsin. These stations were funded through public, utility, and private investments. In the long-term, availability of EV charging stations will influence travel, tourism, and effects on the climate.

**Autonomous vehicles.<sup>3</sup>** Artificial intelligence and machine learning will make autonomous, self-driving vehicles increasingly common in the future. Allied Market Research projects that the autonomous vehicles market size will be valued at \$54.23 billion in 2019, and grow to \$556.67 billion by 2026. Allied Market Research also suggests that demand for autonomous vehicles will be influenced by demand for luxury cars, government regulation, costs, and threats from hackers.

### **Public transportation in rural/small communities.<sup>4</sup>**

Public transportation and mobility services in rural and small communities include volunteer programs, subsidized taxi services, community transport services, demand response buses, and fixed-route bus services. Research shows that in rural communities, despite declining population growth, the number of public transportation agencies servicing these areas (as well as ridership numbers) is growing. Demographic shifts

have influenced these trends. For example, in many rural communities today, populations skew toward older adults who rely on public transportation or chauffeuring when they can no longer drive. Other population groups that may rely on public transportation include adolescents, individuals who do not drive (by choice or otherwise), people with disabilities, lower-income households, drivers who temporarily lack a vehicle or license to drive, and law-abiding alcohol drinkers. As Wisconsin’s population ages, the need for public transportation services is expected to grow.

**Ride-hailing services.** On-demand transportation services, like Uber and Lyft, offer flexible routing and scheduling to individuals who are willing to pay a service fee to get picked up and dropped off at their chosen location. Ride-hailing services are increasingly popular among younger generations, urban dwellers, people without a vehicle, people with disabilities, and law-abiding alcohol drinkers.

### **Publicly-available bikeshares and e-scooter shares.<sup>5</sup>**

According to the Bureau of Transportation Statistics, as of July 2019, more than 200 cities had some form of bikeshare (dock or dockless) and/or e-scooter system. These systems are increasingly common in urban and semi-urban areas for intra-city trips at shorter distances. These systems rely on fee-based mobile applications. While government regulation can limit usage of these systems, technology advancements have continued to make them safer and more accessible (e.g., by implementing overlay districts that control speeds and the locations that users can park the bicycles/scooters).

Transportation Trends References:

1) Desilver, Drew (June 2021). *Today’s electric vehicle market: Slow growth in U.S., faster in China, Europe*. Pew Research Center.

2) Chandler, Chelsea (October 2020). *Wisconsin is falling behind in EV infrastructure investment*. Clean Wisconsin.

3) Jadhav, Akshay (May 2018). *Autonomous Vehicle Market Outlook - 2026*. Allied Market Research.

4) Litman, Todd (2018). *Public Transit’s Impact on Rural and Small Towns: A Vital Mobility Link*. Peer-reviewed by the American Public Transportation Association.

5) Bureau of Transportation Statistics (October 2019). *Bikeshare and e-scooters*. (including: interactive map of bikeshare and e-scooter systems).

## Relevant Transportation Plans

This section identifies and describes a range of existing and relevant transportation plans prepared by the State of Wisconsin and jurisdictions near Plymouth.

**Connections 2030 (2009).** Connections 2030 is the state of Wisconsin's existing state-wide, long-range transportation system plan. It describes Wisconsin's multi-modal transportation system and documents policies and actions to maintain and strengthen the system. Wisconsin is currently preparing Connections 2050.

**Wisconsin Pedestrian Policy Plan 2020 (2002).** Wisconsin's Pedestrian Policy Plan includes a vision and plan of action to encourage pedestrian travel. The plan recommends that local governments consider pedestrian transportation in their land use plans, use federal funding programs to help meet local pedestrian needs, provide pedestrian education, and increase enforcement efforts to improve pedestrian safety and comfort.

**Wisconsin Bicycle Plan 2020 (1998).** Wisconsin's existing bicycle plan includes a vision and a plan of action to increase bicycling and to reduce crashes involving bicyclists and motor vehicles. For communities like Plymouth, the plan recommends they develop long-range bicycle plans and maps; consider the needs of bicyclists in new street projects; and promote bicycle safety programs, bicycle-friendly development, and bicycle commuting.

**Wisconsin State Freight Plan (2018).** Wisconsin's existing freight plan identifies goals and strategies to improve freight. The plan identifies Wisconsin's freight-dependent economic sectors, which include wholesale and retail trade; manufacturing; agriculture/forestry; construction; transportation; utilities/energy; and mining. Many of these sectors are prominent in Plymouth, particularly Manufacturing and Retail Trade.

**WisDOT 6-year Highway Improvement Plan (2021).** Wisconsin's existing highway improvement program identifies a \$2–3m sidewalk improvement project in Plymouth along Highway E.

**Connect: Regional Bicycle and Pedestrian Plan for Northeast Wisconsin (2018).** The bicycle and pedestrian plan for the Bay-Lake region provides details about its bicycle and pedestrian network and facilities, including

shared-use pathways by county. The plan identified a need for a bicycle route system to connect all eight counties in the region. The plan also encourages bicycle and pedestrian wayfinding, connections to transit, and land development requirements to promote bicycle and pedestrian facilities when new construction projects arise.

**2045 Sheboygan Area Transportation Plan (SATP), (2019).** The Sheboygan MPO provides transportation planning services for an area east of Plymouth. While Plymouth is not in the MPO planning area, the SATP can provide context related to regional transportation needs, issues, and opportunities. For example, the SATP mentions plans (1) to expand State Highway 23 to four lanes from west Plymouth to Fond du Lac and (2) to implement overpasses and an interchange along State Highway 23 from Plymouth to Sheboygan Falls. The SATP mentioned project plans to extend Old Plank Road Trail to Fond du Lac from Plymouth, anticipated to be complete in 2022.

**Sheboygan County Pedestrian and Bicycle Comprehensive Plan (2015).** Sheboygan County's bicycle and pedestrian plan is purpose to help foster and develop facilities and programs that enhance and increase the viability of active transportation. The plan identified pedestrian and bicycle improvement areas in Plymouth where safety issues (real or perceived) exist. The plan also identifies planned bicycle and pedestrian facility priorities in Plymouth.

**2021–2025 Coordinated Public Transit – Human Services Transportation Plan (2020).** Sheboygan County's Coordinated Public Transit plan describes the county's existing public transportation landscape as well as a plan of action to improve transit services. The plan mentions that Metro Connection (of Shoreline Metro) and Sheboygan County's ADRC provide limited, on-demand transportation rides to seniors and people with a qualifying disability. The plan also inventories private transportation providers including Johnson School Bus Service, Lakeshore Transportation, and Plymouth City Ambulance.

## Existing Transportation System

This section presents an inventory of transportation modes available in Plymouth as well as information and maps related to the roadway, pedestrian, and bicycle network.

### TRANSPORTATION MODES ACCOMMODATED

Plymouth's transportation system accommodates several modes of transportation, including:

- **Motorized Vehicles:** Plymouth has an effective roadway network which accommodates local and regional vehicular traffic. The network comprises arterial, collector, and local streets (see Exhibit 48).

Vehicular transportation is the dominant mode of transportation used by Plymouth's residents and workforce. For example, about 93 percent of residents (aged 16 and older who work) commute to their place of employment by car, truck, or van (ACS 2015-2019). About 93 percent of households living in Plymouth have at least one car, and 44 percent have at least two cars (ACS 2015-2019).

- **Bicycles:** Plymouth has several dedicated on-street bicycle routes. It also has several multi-use pathways (including access via Old Plank Road Trail) that accommodate bicyclists. While it is legally permissible for people to bicycle on all of Plymouth's streets, roads with a dedicated bicycle lane, multi-use trails and pathways, and roads with less traffic volume and lower speed limits are generally safer and therefore recommended for bicycle travel.
- **Pedestrians:** Much of Plymouth's transportation network contains sidewalks on one or both sides of the roadway. These pathways provide Plymouth's pedestrians with safe routes to travel throughout the community. In addition, many of Plymouth's multi-use trails that accommodate bicyclists will also accommodate pedestrians.
- **Door-to-Door Transportation Services:** Metro Connection provides door-to-door transportation services for people 60 years of age and older as well as people with a qualifying disability to get to medical, nutritional, and employment destinations. As of 2021, service hours were 7:30 AM to 3:30 PM, Monday through Friday. Fares are \$3.00 per one-way trip (2021).

- **Volunteer Driver Services:** Sheboygan County's Aging and Disability Resource Center (ADRC) offers an Aging/Senior Volunteer Driver Program. The program provides rides to medically-related appointments to individuals who are 60 years of age and older with no other means of transportation. As of 2021, the program was free, with donations encouraged to help volunteers pay for gas. The program is currently being expanded to provide rides to people without access to a vehicle and to people with disabilities (for medical and non-medical trip purposes).
- **Freight Rail:** Freight rail service for Plymouth is provided by the Wisconsin and Southern Railroad company (WSOR) and the State of Wisconsin. WSOR is a Class II regional railroad that intersects Plymouth from the northwest quadrant down through Plymouth's southern border. A second railroad (running through to Plymouth's eastern border) is owned by the State of Wisconsin (previously Canadian National).

### TRANSPORTATION FACILITIES

Plymouth's primary transportation infrastructure are its roadways. Exhibit 48 displays Plymouth's roadway network and highlights its functional classification. Plymouth's functional classifications, as defined by the Wisconsin Department of Transportation, are:

- **Principal Arterials:** Principal arterials carry the major portion of trips entering and exiting urbanized areas, as well as those wishing to bypass the central city. Plymouth's principal arterials are Wisconsin Highway 23, 57, and 67, as well as County Road C.
- **Minor Arterials:** Minor arterials carry moderate traffic volumes and serve inter-community trips. In smaller urban areas (like Plymouth), most minor arterials will be in the downtown area, within a half mile of a principal arterial, or serving as an urban extension of a collector. Plymouth contains several minor arterials that connect with its principal arterials and collectors such as E Main Street, Fairview Drive, and Pleasant View Road.

- Collectors:** Collectors collect and distribute traffic between local streets and arterials. They intersect neighborhoods and direct traffic to the arterial system for longer through trips. Plymouth has several collectors; some are located on its urban fringe and others, like S Highland Drive and Western Avenue, traverse inside Plymouth.
- Local Roads:** Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads. A majority of Plymouth’s streets are classified as local roads.

**Exhibit 46. Roadway Network Mileage (City-owned) by Functional Classification, Plymouth, 2021**

Functional Classification	Total Mileage	Percent of Total Mileage
Principal Arterial	4.03	8%
Minor Arterial	10.12	21%
Collector	3.57	7%
Local Road	31.60	64%
<b>Total</b>	<b>49.32</b>	<b>100%</b>

Source: WisDOT (WISLR roads within Plymouth’s city limits).

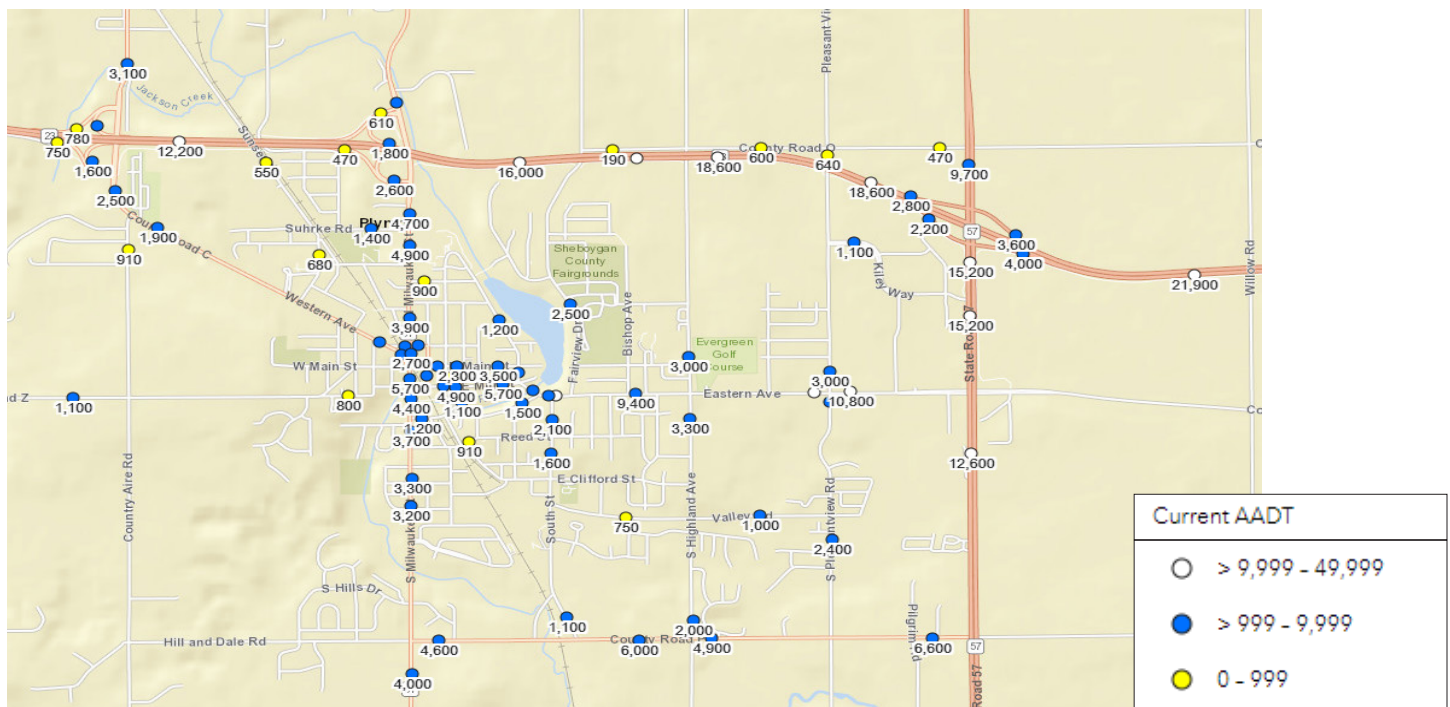
An account of mileage data, respective of Plymouth’s functional classifications (displayed in Exhibit 48), is documented in Exhibit 46. Exhibit 46 shows that a majority of Plymouth’s transportation network is composed of local roads (about 31.6 miles).

average, annual daily traffic volumes. A majority of the minor arterials and collectors in Plymouth receives between 999 and 9,999 trips per day, with daily trips average between 9,999 and 49,999 along Highway 23, Highway 57, and Eastern Avenue. According to typical street auditing standards, an average two-lane roadway can effectively accommodate about 10,000 vehicular trips per day.

**TRAFFIC COUNTS**

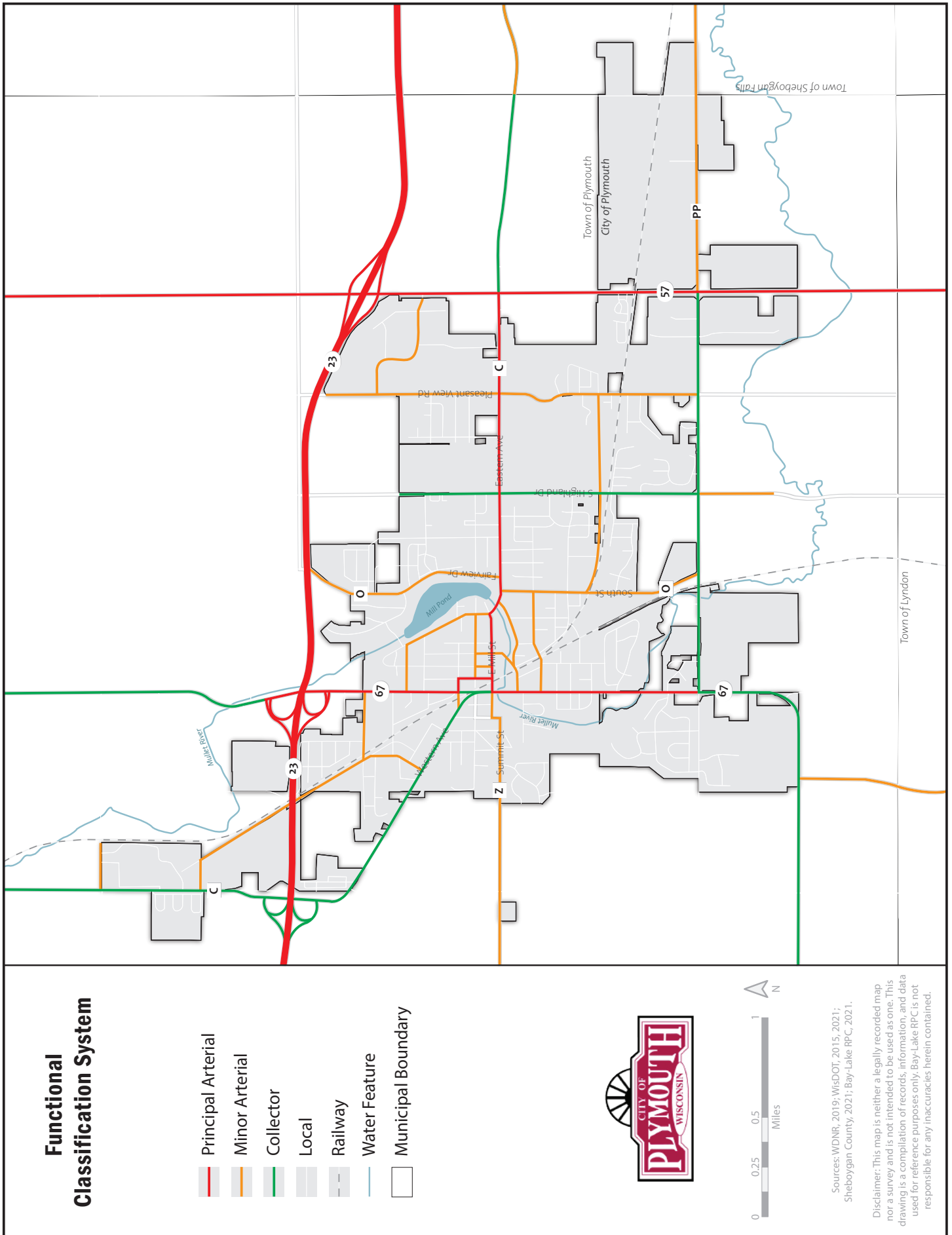
Exhibit 47 presents vehicular traffic counts for Plymouth. Data corresponding to each dot on the map represents

**Exhibit 47. Average Annual Daily Traffic (AADT), Plymouth, 2011 through 2017**



Source: WisDOT (Traffic Counts, Short Duration).

Exhibit 48. Functional Classification of Plymouth's Roadway Network, Plymouth, 2021





## Gaps in the Existing Transportation System

To inform an understanding of Plymouth's transportation needs, this section provides an overview of the gaps in Plymouth's existing transportation network as well as highlights other key transportation planning issues.

**Safety gaps:** The City of Plymouth is dedicated to promoting a safe transportation network. In an evaluation of safety performance (e.g., number of crash incidents), this plan finds that 341 crashes occurred between 2017 to 2020. Exhibit 49 shows that about 22 percent of these crashes occurred in 2020. Of the crashes that occurred in 2020, about 14 percent (10 crashes) led to an injury.

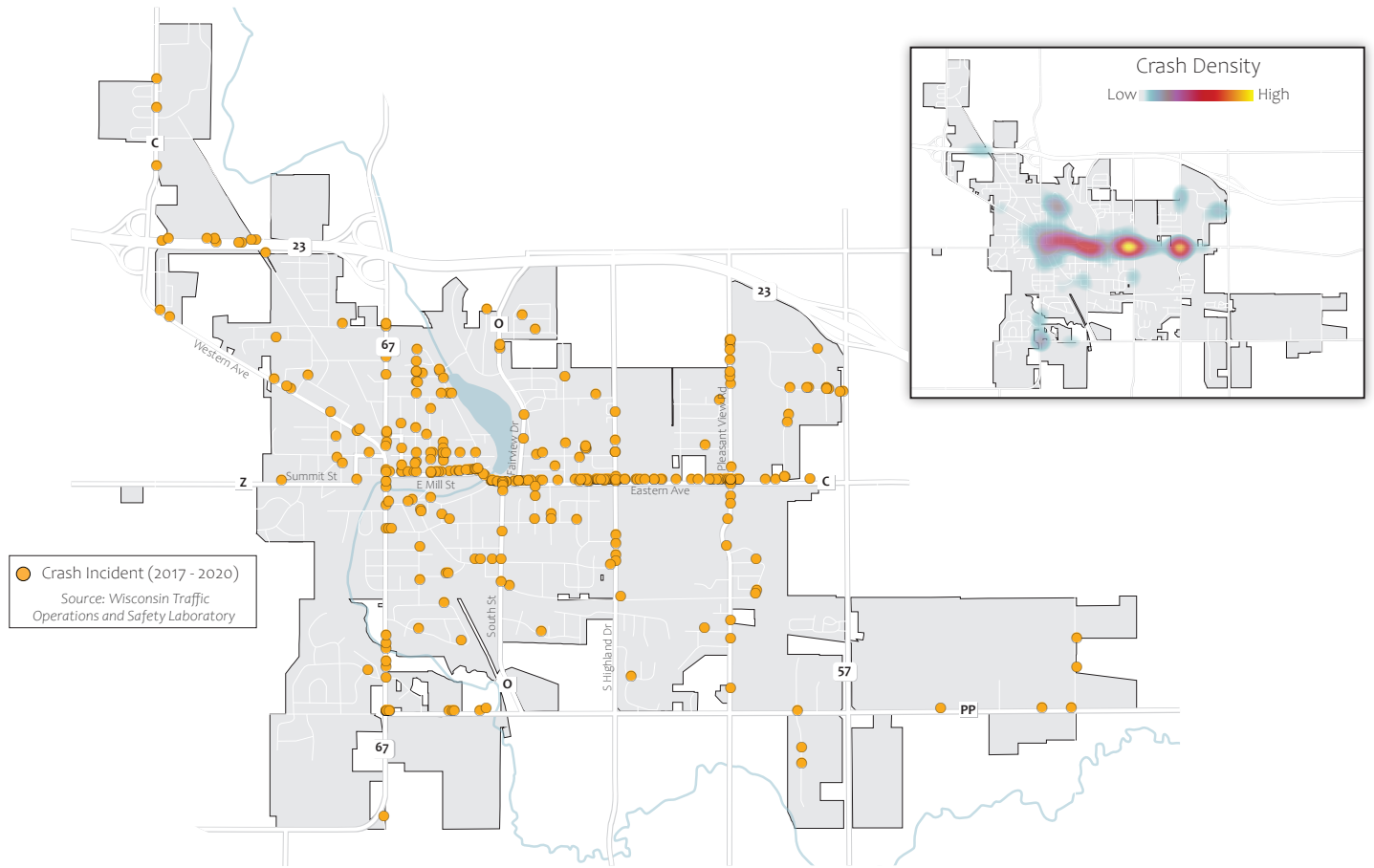
Exhibit 50 on the next page shows where these crashes occurred. A majority of crashes occurred along Eastern Avenue, along Mill Street, and downtown. In an attempt to alleviate crashes and crash induced injuries, the City of Plymouth may consider design and traffic calming interventions to reduce and minimize traffic crash incidents in areas that experience comparatively higher crash incidents. Interventions might include reduction in lane widths; reduction in speed limits; limiting building setback distances from the street; planting trees or larger fauna along rights-of-ways; and implementing roundabouts, curb bulb-outs, speed bumps/tables, and mixed pavement materials.

**Exhibit 49. Vehicular Crash Incidents, Plymouth, 2017 to 2020**

Year	Total Crashes	Percent of Total Crashes	Percent of Crashes with Injury
2017	79	23%	15%
2018	93	27%	26%
2019	95	28%	23%
2020	74	22%	14%
<b>Total</b>	<b>341</b>	<b>100%</b>	<b>20%</b>

Source: Wisconsin Traffic Operations and Safety Laboratory.

Exhibit 50. Vehicular Crash Incident Locations, Plymouth, 2017 to 2020



**Active transportation enhancements:** To continue to support bicycle and pedestrian travel, the City will need to continuously maintain and improve existing active transportation infrastructure and facilities. Enhancing the public realm with bicycle and pedestrian friendly amenities (e.g., sidewalks, multi-use pathways, benches, bicycle racks, wayfinding signage) will also help.

In regards to greenfield areas and areas ripe for new development, to ensure Plymouth’s active transportation network continues to be connected and accessible, the City of Plymouth should require or encourage streets with a grid pattern and sidewalks (where appropriate and when the physical environment does not present constraints). To the extent possible, privately-owned roads should be minimized to allow people (on foot or bicycle) to pass through the community without issue. The City of Plymouth should also ensure space is allocated for multi-use trails and pathways to extend existing trail systems to areas with new development.

**Public transportation:** Plymouth has limited public transportation options available. As the community's population grows and ages, the City of Plymouth may want to collaborate with regional transportation providers to enhance on-demand transportation services in Plymouth and/or develop a program that supports targeted, fixed-route transit services to connect Plymouth to Sheboygan and Sheboygan Falls.

**Railway intersection improvements:** Plymouth contains extensive railway lines. Protective measures (at key points where a railroad crosses a street) could improve real and perceived safety, as well as help to address concerns raised by the community. Improvements could potentially serve as beautification enhancements as well. Common railway grade crossing improvement projects include automated pedestrian gates, Z gates, automatic flashing light signals, and use of pavement markers (e.g., colored paint striping, colored pavement, or textured pavement).

**Electric vehicle charging stations:** Over the planning period, private property owners may begin investigating development proposals for electric vehicle charging stations as well as studies to understand the capacity of the electrical grid to support charging stations. If this occurs, the City of Plymouth may need provide information or answer questions related to these proposals/studies.

**Eastern Avenue enhancements:** The City of Plymouth might consider developing a corridor plan for Eastern Avenue to establish a vision for the area and identify projects that could improve the flow of traffic, increase traffic safety, and make the corridor a more enticing destination via streetscape enhancements. Transportation and streetscape projects that could be evaluated as part of a corridor plan include the implementation of green medians and refuge islands, crosswalk improvements and curb bulb-outs, landscaping enhancements (along areas adjacent to rights-of-way or at intersections), and improved pedestrian and bicycling connections. The City of Plymouth could also evaluate standards that reduce the number of parking lots abutting the street.

In addition to these enhancements, the City of Plymouth could analyze signalized intersections along Eastern Avenue to identify opportunities to reduce pedestrian waiting times and increase crossing times.



# Utilities and Community Facilities

Included in this Element:

- Utilities and Community Facilities Summary
- Inventory of Public Utilities and Community Facilities
- Inventory of Park Sites and Recreational Facilities



## Utilities and Community Facilities Summary

This section summarizes Plymouth's utilities and community facilities needs to plan for over the 2022 to 2042 period.

The City of Plymouth's utilities and service levels are adequate to meet the community's existing and future needs. A 10-year Capital Improvement Plan (CIP) outlines costs and projects to ensure future needs are budgeted for and carried out in a timely manner. The City of Plymouth will need to continue to update its CIP over the planning period.

Over the next 20 years, the City of Plymouth will also need to continue planning for parks and community facility enhancements, focusing on:

- **Improvements to Plymouth's existing park system.** The City of Plymouth currently maintains 16 park and recreation facility sites (see Exhibit 52), totaling about 132.21 acres. To ensure these sites remain functional and viable, the City of Plymouth should continue to evaluate site and facility maintenance needs and demand for additional amenities. To organize and prioritize maintenance needs and improvements, the City of Plymouth may update its outdoor recreation plan to establish a pipeline of projects to improve existing park facilities.
 

Comments from this project's first community survey helped to provide some park improvement suggestions. The community identified a desire/need for:

  - More park amenities such as additional tennis courts, pickleball courts, splash pads, and skate parks.
  - A public, indoor swimming pool.
  - Shade trees around playground equipment. Some also wanted rubber flooring installed in Plymouth's playground areas and fences installed around playground areas.
  - More ADA accessibility features at parks and in playground areas.
  - Improved hours of operation at Nutt Ski Hill.
  - An evaluation of bathroom conditions in public parks (followed by facility upgrades, as needed).
  - Improved connectivity of Veteran's Memorial Trail to the nearby tennis courts.
  - Aquatic Center improvements to allow for better use by adults.
- **Evaluate security measures:** Over the planning period, the City of Plymouth may want to evaluate security system upgrades in their existing parks. Some members of the community cited concerns about individuals misusing Plymouth's parks for illegal activities.
- **Implementation of new parks and trails.** Development of an updated outdoor recreational study should also consider needs and demand for new parks and recreational facilities (including trails). New facilities should be implemented in areas that will be annexed over the planning period and in neighborhoods with limited access to existing park spaces. This may require the City of Plymouth to acquire lands suitable for new parks or trail systems.
- **Improvements to the Mill Pond and Mullet River area to encourage recreational use.** Improvements might involve evaluating options to enhance the river trail and evaluating boat launching options for kayaks, paddle boats, tubes, etc. The City of Plymouth can continue to implement its Mullet River Corridor Plan, which identifies several improvement options for the Mill Pond and the Mullet River areas.
- **Connecting existing trail systems.** A comprehensive trail and/or multi-use pathway system is integral to providing an accessible network for people to reach destinations without the use of an automobile. Over the planning period, the City of Plymouth may continue to invest in its trail system by filling gaps in its recreational trail network.

## Inventory of Public Utilities and Community Facilities

Outlined below is an inventory of public utilities and community facilities in Plymouth. Much of the inventory is mapped in Exhibit 51. Utilities and facilities are assumed to be adequate over the planning period unless otherwise noted.

### UTILITIES

**Electric:** Plymouth has four utility substations that generate, transmit, and distribute electrical power citywide and in Plymouth’s electric utility service area.

**Sewer:** The City of Plymouth operates and maintains four sewage lift stations and a wastewater treatment facility.

**Water:** The City of Plymouth has seven active wells that supply water to customers within Plymouth.

**Communications:** Plymouth has several communication utilities in the city including two wireless towers, phone utilities, and Commonwealth Telephone Company utilities.

**Utilities Operations Center:** The City of Plymouth’s public works department has a utilities operation center located at 900 County Highway PP.

### GOVERNMENT and COMMUNITY FACILITIES

**City Hall:** Plymouth’s city hall is located downtown at 128 Smith Street. City hall houses multiple departments, staff offices, and meeting spaces.

**Police Department:** Plymouth’s police department is located at 128 Smith Street (inside City Hall). The department provides 24/7 police services, patrol services, traffic enforcement and investigation, special events management, crime prevention programs, and criminal investigation services.

**Fire Department:** The City of Plymouth’s fire department is located at 111 E Main Street (adjacent and attached to City Hall, on the same lot). The department provides fire, rescue, emergency medical services (EMS), and other emergency services to the City and Town of Plymouth.

**Municipal Garage/Yard Waste:** The City of Plymouth has a municipal garage located at 1004 Valley Road. Residents can drop of yard waste (such as branches, leaves, grass, and rocks) and other items (such as batteries, oil, appliances, gas and propane tanks, etc.).

**Public Library:** Located at 130 Division Street, the Plymouth public library is a 16,790 square foot building which offers over 80,000 books, over 9,000 audio/visual items, and over 127 different periodicals.

**Wisconsin Department of Natural Resources (WDNR):** The WDNR has a state administrative office located at 1155 Pilgrim Road in Plymouth.

**United States Post Office:** The United States Postal Service has a full-service post office in Plymouth, located at 302 E. Main Street.



Plymouth Utilities Operations Center



Plymouth Police Department

**Youth Center:** Located at 609 North Street, Plymouth's Youth Center is operated by the Plymouth School District Community and Education and Recreation and owned by the City of Plymouth. The center offers a safe place to be after school for students in 5th grade through 8th grade that live in the Plymouth School District, including students who attend parochial schools or are home schooled.

**Generations:** Located at 1500 Douglas Drive, Generations is an intergenerational community center that offers educational, fitness, and social programs to members of all ages.

**Armory:** The United States Army has a military recruiting station at an armory located at 625 Sunset Drive.

## HEALTH CARE FACILITIES

Plymouth has several health care and medical facilities, including:

**Aurora Health Center:** Located at 2600 Kiley Way, this facility provides a range of medical services including, but not limited to, obstetrics and gynecology, family medicine, internal medicine, orthopedics and general surgery, diagnostic testing and imaging, and lab work.

**Ascension Medical Group:** Located at 515 E Mill Street, this facility provides primary care services and special services in the interest of diabetes, heart disease, opioid dependence, and women's health management.

**Plymouth Health Services:** Located at 916 E Clifford Street, this facility provides a range of in-house medical and care services in a residential environment with private rooms.

**Prevea Plymouth Health Center:** Located at 825 Walton Way, this facility provides primary and specialty care services including urgent care.

## EDUCATIONAL FACILITIES

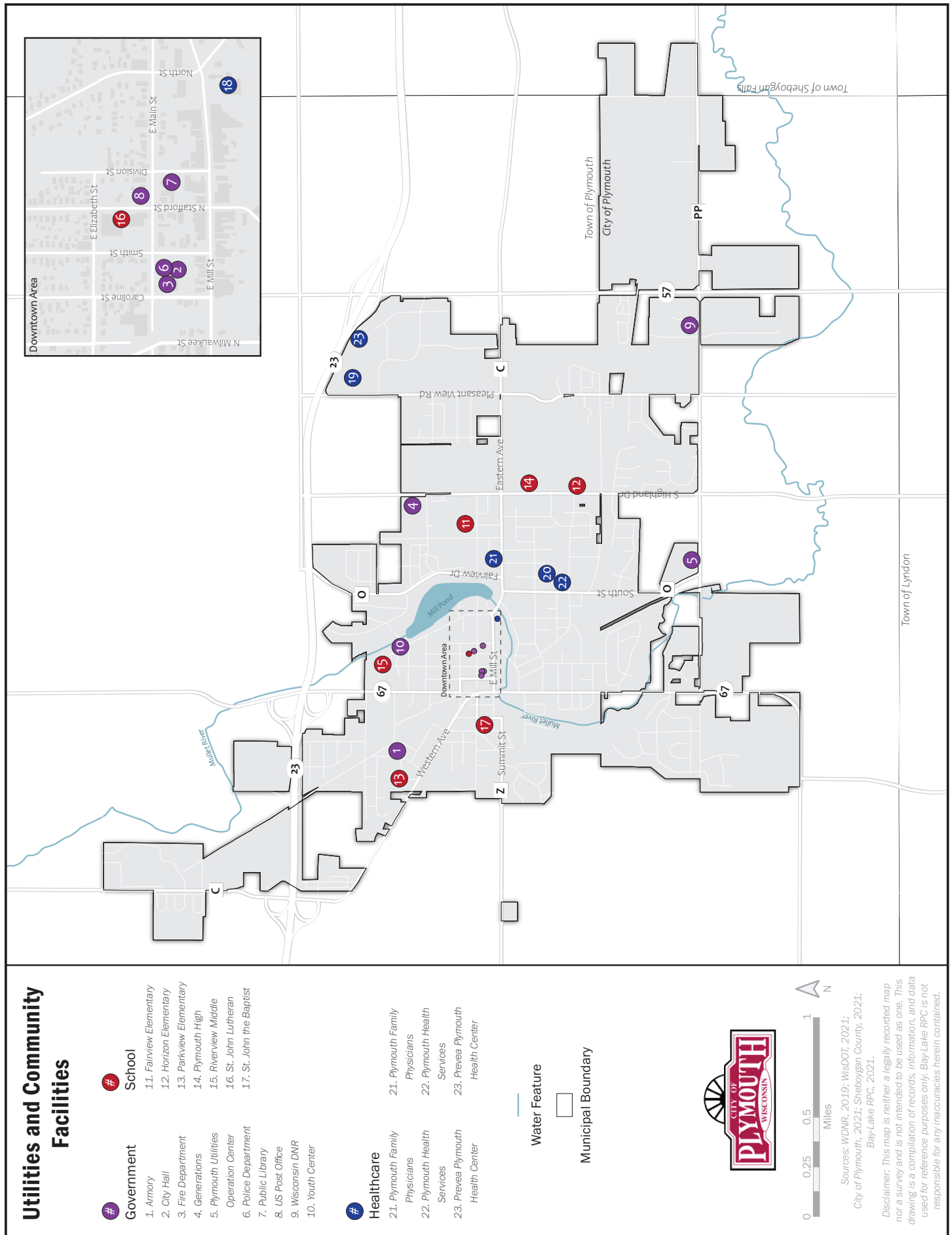
The Plymouth Joint School District maintains five schools (pictured on the right) inside Plymouth's city limits. They are:

- **Fairview Elementary School:** Located at 300 Salem Drive, Fairview provides educational services to children from 4k to 4th grade.
- **Horizon Elementary School:** Located at 411 S Highland Avenue, Horizon provides educational services to children from 4k to 4th grade.
- **Parkview Elementary School:** Located at 500 Parkview Drive, Parkview provides educational services to children from 4k to 4th grade.
- **Riverview Middle School:** Located at 300 Riverside Circle, Plymouth's middle school provides educational services to youth from 5th grade to 8th grade.
- **Plymouth High School:** Located at 125 S Highland Avenue, Plymouth's high school provides educational services to youth from 9th grade to 12th grade. The Plymouth School District offices are located at the high school.

Two private schools are also located in Plymouth. They are:

- **St. John Lutheran School:** Located at 222 N Stafford Street, this school provides educational services to children from 3k to 8th grade in a Christian atmosphere.
- **St. John the Baptist School:** Located at 116 Pleasant Street, this Catholic school provides educational services to children from kindergarten to 8th grade.

Exhibit 51. Utilities and Community Facilities, Plymouth, 2021





## Inventory of Park Sites and Recreational Facilities

Outlined below is an inventory of Plymouth's parks and recreational facilities. The inventory is mapped in Exhibit 52. Sites and facilities are assumed to be adequate over the planning period unless otherwise noted.

**Anton Park:** A two-acre park at 630 Eastern Avenue overlooking Mullet River Mill Pond. The park contains picnic facilities and fishing areas.

**Bishop Avenue Park:** A 0.2-acre park at 788 Bishop Avenue. It contains playground equipment and a picnic area.

**Carl Loebe Field:** A 4.5-acre site that functions as an active recreation facility. The site, located at 630 Loebe Drive, includes a lighted baseball diamond, fencing, a concession stand, bleachers, and restrooms.

**City Park:** An 18-acre park at 203 Suhrke Road. The park contains the Aquatic Center and the 7th Element Skate Park. Other facilities include a lighted softball diamond, a concession stand, restrooms, a basketball court and a volleyball court, outdoor swimming, playground equipment, picnic areas, a lighted winter sledding hill, and a large parking lot and band shell. A park shelter, the cake stand, and the band shell is available for rent.

**Evergreen Golf Course:** A 38-acre golf course at 1776 Eastern Avenue. Plymouth's Municipal Golf Course offers a nine-hole short course, driving range, open tee times, club rental, and pull carts.

**Evergreen-Kensington Park:** A 0.5 acre park at 2107 Kensington Avenue and adjacent to the Evergreen Golf Course. The park contains playground equipment.

**Henry H. Huson Park:** A 2.4 acre, wooded park at 400 Collins Street. The park provides passive recreation and bench seating adjacent to a recreation trail that follows the Mullet River. A foot bridge crosses over the Mullet River leading to Plymouth's downtown.

**Lion's Park:** A 6.7-acre site at 1905 Valley Road at the intersection of Valley Road and Highland Avenue. The site contains a lighted youth baseball diamond, covered bleachers, a concession stand, restrooms, a soccer field, and a parking lot.

**Lone Oak Park:** An 8.5-acre park at 2245 Valley Road (east of Lion's Park). The park has a playground, a picnic shelter with restrooms, a pick-up ball diamond, and off-street parking. The adjacent wooded area has a crushed limestone path.



Carl Loebe Field



Lone Oak Park



Meyer's Nature Park

**H. M. Meyer's Nature Park:** A 25-acre park at 300 Daleview Drive. The park is adjacent to the Mullet River in the southwest portion of the city. This park has playground equipment, a parking lot, a Frisbee golf course, and restroom facilities. The park also contains a paved walking path.

**Junior-Stayer Park:** Located in the heart of downtown Plymouth, this farm-themed playground also hosts a large band shell, open space, and a nearby public restroom.

**Mill Pond Ice Skating Shack:** A 0.01-acre site at 647 East Main Street by Mullet River Mill Pond. This site contains a warming house and is open to the public when skating conditions allow.

**Nutt Ski Hill:** A seven-acre park at 750 West Main Street (adjacent to Roosevelt-Nutt Park). The facility has a beginners and main ski hill, two electric rope tows, and a parking lot. The site contains a log cabin style shelter with a kitchen, restrooms, and an enclosed deck with views from the top of the hill overlooking the northwest part of the city. The shelter is available for rentals and educational opportunities.

Community members mentioned a desire to improve the hours in which Nutt Ski Hill is open to the public.

**Plymouth Dog Park:** A 0.3-acre park at 39 Stafford Street. The park has frontage along the Mullet River. It is fenced in and contains a pet waste disposal container. Comments from the community survey indicated desire for a second dog park in the community or enhancements made to the existing dog park.

Comments from the community survey indicated desire for a second dog park in the community or enhancements made to the existing dog park.

**Roosevelt-Nutt Park:** A 10-acre site at 750 West Main Street. This park has a nature trail winding through a wooded area with educational stops.

**Rotary Park:** A 6.9-acre park at 903 East Clifford Street. The park has a lighted baseball diamond, fencing, a concession stand, bleachers, restrooms, playground equipment, a volleyball court, a picnic area, and a parking area.

**South River Park:** A 2.2-acre park at 316 South River Boulevard. The park contains playground equipment and a softball diamond.

In addition to parks and recreational sites described above, Plymouth contains:

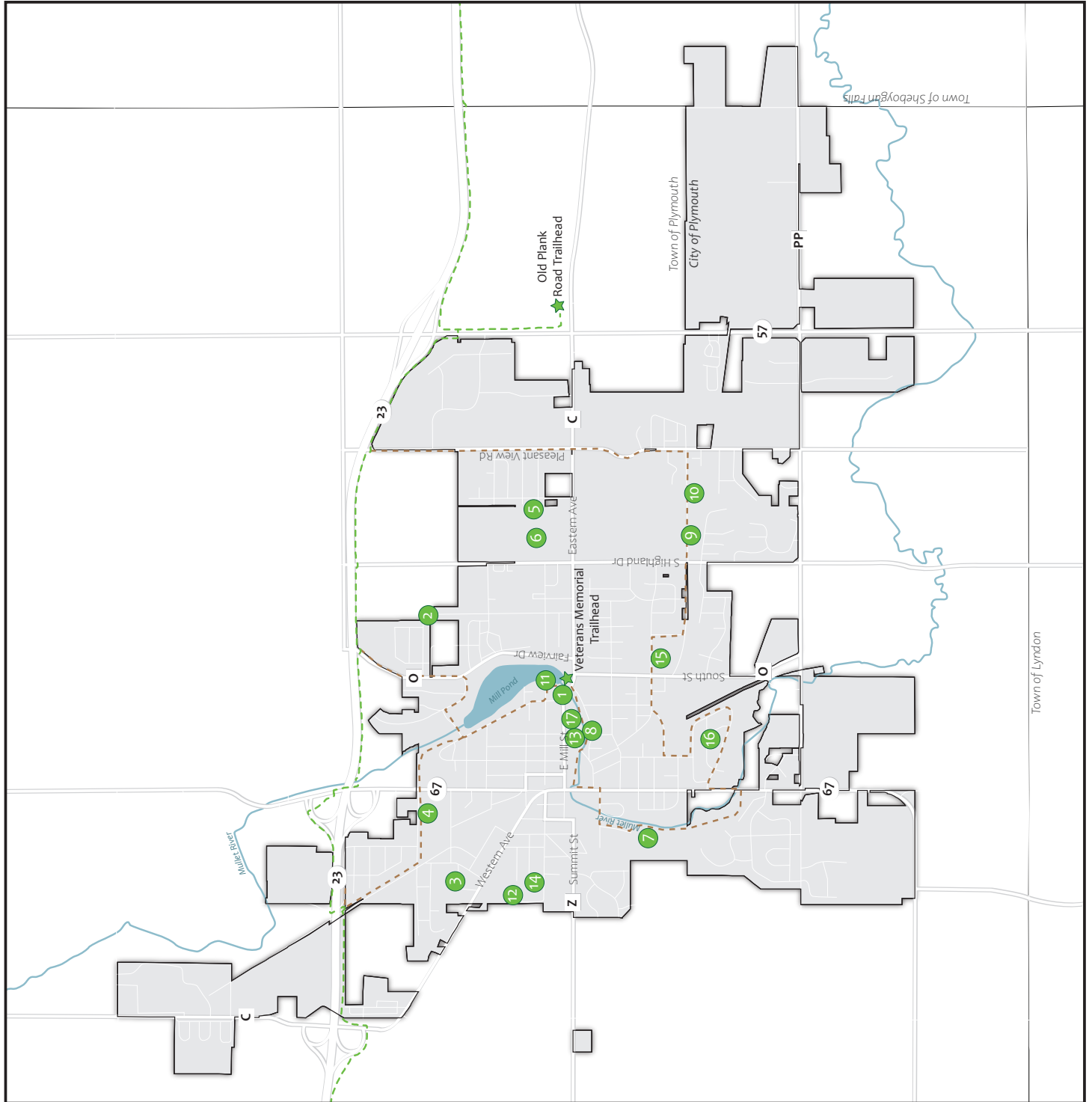
- **Plymouth Recreational Trail:** The City maintains a recreational trail network that includes Veteran’s Memorial Trail and other walking and biking transportation pathways along the Mullet River and other neighborhoods throughout the community.

- **Old Plank Road Trail:** This regional trail crosses through the northwest quadrant of Plymouth and runs directly north of Plymouth. It is a 17-mile, multi-modal pathway that runs from Kohler Erie Avenue Trailhead in the City of Sheboygan to the hamlet of Greenbush. The trail accommodates pedestrians, cyclists, equestrians as well as people on mopeds and snowmobiles. In 2021, Old Plank Road Trail will be extended 4.4 miles to connect with Fond du Lac County’s portion of the trail that will run to the City of Fond du Lac.



Nutt Hill Ski Area (top) and Roosevelt-Nutt Park (bottom)

Exhibit 52. Parks and Recreational Facilities, Plymouth, 2021



# Parks and Recreation Facilities

**Recreational Facility**

1. Anton Park
2. Bishop Avenue Park
3. Carl Loeb Field
4. City Park
5. Evergreen-Kensington Park
6. Evergreen Golf Course
7. H.M. Meyer's Nature Park
8. Henry H. Huson Park
9. Lion's Park
10. Lone Oak Park
11. Mill Pond Ice Skating Shack
12. Nutt Ski Hill
13. Plymouth Dog Park
14. Roosevelt-Nutt Park
15. Rotary Park
16. South River Park
17. Junior-Slayer Park

- Plymouth Recreational Trail
- Old Plank Road Trail
- Water Feature
- Municipal Boundary



Sources: WDNR, 2019; WisDOT, 2021;  
 City of Plymouth, 2021; Sheboygan County, 2021;  
 Bay-Lake RPC, 2021.  
 Disclaimer: This map is neither a legally recorded map  
 nor a survey and is not intended to be used as one. This  
 drawing is a compilation of records, information, and data  
 used for reference purposes only. Bay-Lake RPC is not  
 responsible for any inaccuracies herein contained.

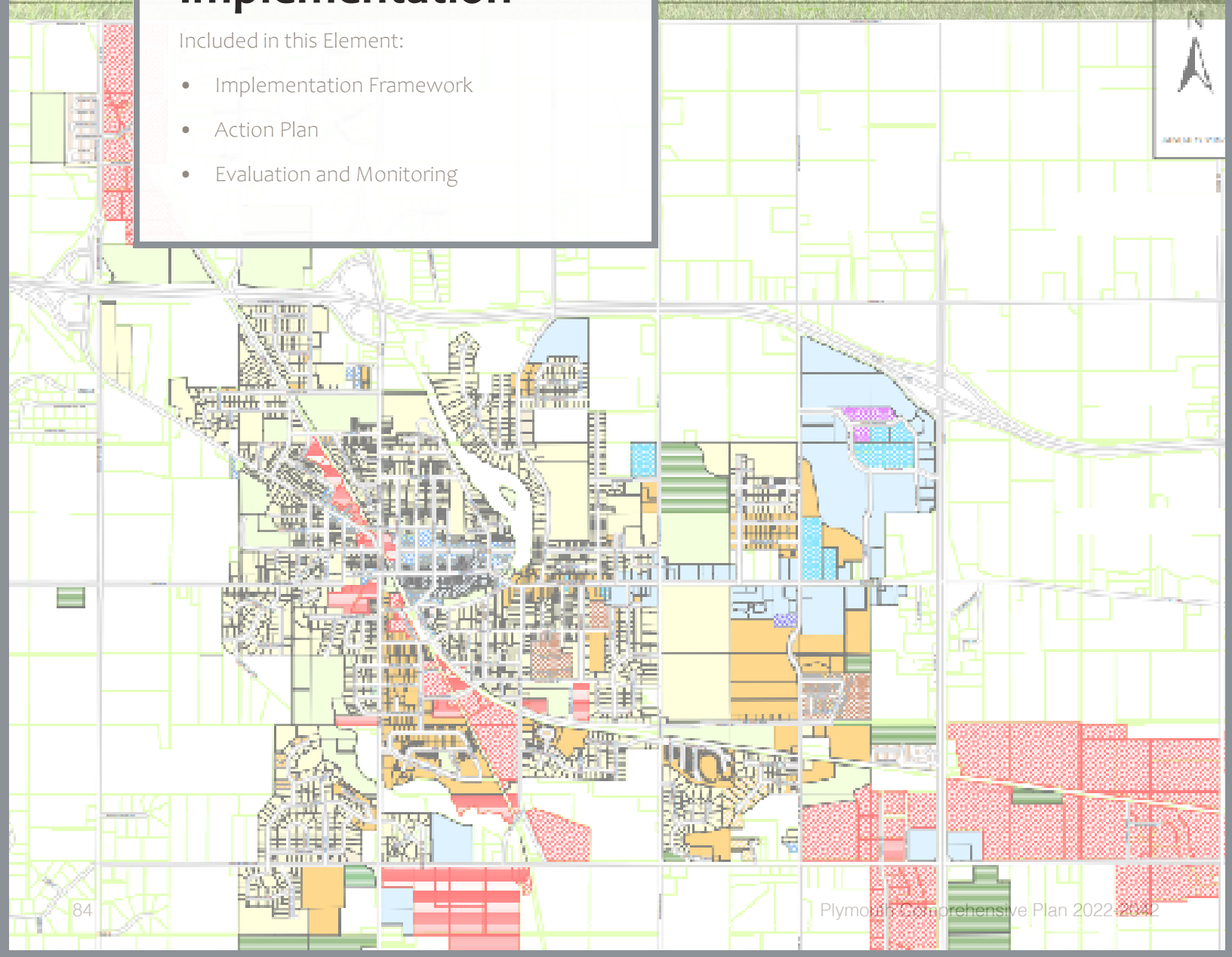


# CITY OF PLYMOUTH - ZONING MAP

## Implementation

Included in this Element:

- Implementation Framework
- Action Plan
- Evaluation and Monitoring



## Implementation Framework

This section presents a framework for thinking about the implementation of this comprehensive plan.

Implementation of this comprehensive plan can take many forms, including:

- Carrying out the recommended action plan, documented in Exhibit 53.
- Using the plan's content to guide decision-making on matters that relate to the development of Plymouth and the prioritization of public revenues.
- Reviewing, evaluating, and amending the plan (and its action plan) as demographics, the economy, political climates, or fiscal realities change.

City of Plymouth staff, its Plan Commission, and its Common Council will carry out the implementation of this plan. Their specific roles include:

- **City Staff:** Staff will typically carry out the day to day operations of implementation. For example, staff may administer new program(s), facilitate presentations to discuss regulatory changes, coordinate with partners to finance capital projects, and provide technical advice to the Plan Commission and elected officials to inform decision-making.

- **Plan Commission:** The Plan Commission's primary responsibility is to implement the comprehensive plan by ensuring supporting ordinances are consistent. When reviewing any petition or when amending any land use control, the comprehensive plan shall be reviewed and a recommendation will derive from its goals, objectives, policies, and/or Future Land Use plan. If a decision needs to be made which it is inconsistent with the comprehensive plan, the comprehensive plan should be amended before the decision can take effect.

The Plan Commission should also ensure that the comprehensive plan is updated every 10 years. An annual review of the plan is recommended so the Plan Commission may stay familiarized with the plan's maps, content, policies, and actions.

- **Common Council:** The City of Plymouth's elected officials balance recommendations made by plans and policies, the objectives of applicants and the public, technical advice from staff, recommendations from advisory committees, and their own judgment. The comprehensive plan provides the factual basis elected officials need to make a decision. While the prime responsibility of implementing and updating the comprehensive plan falls on the City of Plymouth's Plan Commission, elected officials should become familiar with this plan and assert that resources are maintained to keep the comprehensive plan current and viable.

## Action Plan

The following pages comprise a strategy, comprised of key recommendations, to be implemented over the planning period. The strategy includes a generalized timeline for the implementation of each action as well.

The action plan in Exhibit 53 identifies specific activities that aim to achieve the vision and goals of this comprehensive plan. The action plan is organized by the elements discussed in this plan (e.g., Economic Development, Transportation, etc.).

The action plan is intended to be implemented flexibly over the planning period. It is not a guarantee that all

actions will be implemented, but each action does warrant exploration at a minimum. In some instances, identified actions may not ultimately be implemented as priorities and political/economic climates change. The City of Plymouth may also pursue other actions, not currently documented in the action plan, to address changing goals and objectives over the planning period.

Exhibit 53. Action Plan, Plymouth, 2022 to 2042

ACTION	PRIORITY
<b>Housing</b>	
<ul style="list-style-type: none"> <li>Evaluate methods to educate the public on the need for affordable housing types (e.g., manufactured housing communities, multifamily housing, and government-subsidized housing) to address concerns about these housing types as well as stereotypes.</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Develop and implement a system to monitor Plymouth’s supply of buildable residential land every two years. The purpose of this process is to ensure the community has enough land zoned to accommodate development of a range of housing types (from single-family on up to multifamily housing).</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Evaluate allowing cottage housing in clusters in one or more of Plymouth’s residential zoning districts. Cottage cluster housing includes group(s) of four to 12 small single-family dwellings clustered around and facing a common green space or courtyard.</li> </ul>	Mid-term
<ul style="list-style-type: none"> <li>Evaluate allowing nursing homes and assisted living facilities as a permitted use in the R-4 zoning district.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Evaluate and possibly relax setback requirements in the R-4 zone to provide developers with more flexibility when establishing site plans.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Identify and lower barriers to mixed-use development that includes residential development in commercial zones or in a possible new mixed-use zone.</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Identify surplus publicly-owned properties that could be used for affordable housing. If a property is identified, evaluate partnership models to catalyze the development of well-planned and well-designed affordable housing on this site.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Evaluate opportunities for a tax abatement program to promote development of affordable multifamily housing.</li> </ul>	Mid- to Long-term
<ul style="list-style-type: none"> <li>Develop an expedited review process for development of affordable housing projects that target housing affordability at 100 percent of median family income or less.</li> </ul>	Mid-term
<ul style="list-style-type: none"> <li>Identify areas in Plymouth’s extraterritorial areas where infrastructure planning could take place to support new residential development.</li> </ul>	Mid- to Long-term
<ul style="list-style-type: none"> <li>Evaluate opportunities to work with developers and support the development of smaller-lot single-family housing to increase homeownership opportunities in the community.</li> </ul>	Ongoing
<b>Natural and Cultural Resources</b>	
<ul style="list-style-type: none"> <li>Continue to evaluate improvement or removal scenarios for the Mill Pond dam, then implement the selected scenario.</li> </ul>	Near- to Mid-term
<ul style="list-style-type: none"> <li>Evaluate the performance of Plymouth’s Floodplain Ordinance, amending the ordinance as needed according to best practices.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Evaluate the performance of Plymouth’s Shoreland-Wetland Ordinance, amending the ordinance as needed according to best practices.</li> </ul>	Mid-term

ACTION	PRIORITY
<ul style="list-style-type: none"> <li>Evaluate establishing a program to promote recycling and/or composting, potentially as part of a partnership with the Plymouth School District or a local neighborhood group.</li> </ul>	Mid-term
<ul style="list-style-type: none"> <li>Determine community interest in the formation of formal neighborhood associations in Plymouth. If there is enough interest, consider establishing a formal program to organize associations and to provide education about the impact a neighborhood association can have.</li> </ul>	Long-term
<ul style="list-style-type: none"> <li>Continue to sponsor and co-sponsor community events as opportunities and ideas arise.</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Promote awareness of the state Historic Tax Credit Program that can assist property owners in preserving and rehabilitating their historic properties.</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Evaluate ways to incentivize developers of redevelopment and infill sites to implement green infrastructure strategies. For example, the City could consider waiving a portion of its stormwater utility fee (anticipated to be imposed in 2023) for eligible projects.</li> </ul>	Ongoing
<b>Economic Development</b>	
<ul style="list-style-type: none"> <li>Establish and maintain an inventory of vacant buildings in the city (such as the vacant K-mart building). Collaborate with property owners and economic development partners to fill these vacancies and/or to promote the adaptive reuse of these buildings.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Implement the recommendations which resulted from Plymouth's 2021 Downtown Design Standards and Guidelines Project.</li> </ul>	Near- to Mid-term
<ul style="list-style-type: none"> <li>Encourage private investment in entertainment spaces.</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Consider developing a master plan for Plymouth's primary commercial corridor (Eastern Avenue) to enhance its image and catalyze positive economic impacts.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Continue to work and partner with the Chamber of Commerce to support existing businesses in Plymouth.</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Initiate a process to identify opportunities (in Plymouth or in a portion of its extraterritorial area) for a mixed-use district with housing, employment uses, and neighborhood services.</li> </ul>	Mid- to Long-term
<ul style="list-style-type: none"> <li>Develop and implement a system to monitor Plymouth's supply of buildable commercial and industrial land every two years. The purpose of this process is to ensure the community has enough land zoned to accommodate development of a range of employment uses.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Continue to partner with Sheboygan County's Economic Development Corporation to support business start ups and expansions in Plymouth.</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Continue to evaluate ways to incentive the development housing as a means of supporting a growing workforce in Plymouth.</li> </ul>	Ongoing

ACTION	PRIORITY
<b>Transportation</b>	
<ul style="list-style-type: none"> <li>Continue to implement Plymouth’s transportation capital improvement plan.</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Identify federal and state grant programs to catalyze the implementation of Plymouth’s transportation capital improvement plan.</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Identify and evaluate the implementation of potential safety, traffic calming, and streetscape improvement projects along the Eastern Avenue corridor.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Work with the Commissioner of Railroads to evaluate options to improve safety at railroad crossings.</li> </ul>	Mid-term
<ul style="list-style-type: none"> <li>Develop and adopt a bicycle and pedestrian master plan for Plymouth to identify needed/desired active transportation projects that promote safety, connectivity, and access (including ADA accessibility). Use this plan to leverage grant funding to implement key projects.</li> </ul>	Mid-term
<ul style="list-style-type: none"> <li>Evaluate parking spaces in the downtown area which can be donated/allocated for use as electric-vehicle charging stations.</li> </ul>	Near-to Mid-term
<ul style="list-style-type: none"> <li>Consider adding a “street construction updates” page to the “Citizen Info” tab of the City’s website to improve the communication about construction project statuses. The page could also include a generalized FAQ about construction projects processes and rules contractors must adhere to (e.g., noise limitations, working hour limitations, etc.).</li> </ul>	Near-term
<b>Utilities and Community Facilities</b>	
<ul style="list-style-type: none"> <li>Update the City of Plymouth’s Outdoor Recreation Plan. As part of that process, evaluate opportunities to balance improvements in existing parks and recreational spaces with the development of new parks and recreational spaces. Find opportunities to incorporate park improvement and new amenity suggestions made by the community.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Continue to take advantage of opportunities to improve access to broadband.</li> </ul>	Ongoing
<b>Land Use and Growth Management</b>	
<ul style="list-style-type: none"> <li>Require amendments to the future land use map design to include an analysis of externalities of the changing parcels.</li> </ul>	As needed
<ul style="list-style-type: none"> <li>Monitor Plymouth’s vacant and buildable land supply every two to three years to ensure Plymouth can provide an opportunity for residential, commercial, and industrial development. This action would involve the development of a land base tracking system (i.e., using a GIS platform or spreadsheet).</li> </ul>	Ongoing



ACTION	PRIORITY
<ul style="list-style-type: none"> <li>Continue land use planning in Plymouth’s extraterritorial areas. Planning may be completed as part of a master plan or as amendments to the comprehensive plan.</li> </ul>	Mid-term
<ul style="list-style-type: none"> <li>Work with the surrounding towns to establish official zoning districts and standards in its adjoining unincorporated areas lying within its extraterritorial area. An official zoning map, may identify the location and width of existing and proposed streets, highways, parks and parkways, playgrounds, railway rights-of-way, and public transit facilities.</li> </ul>	Mid-term
<ul style="list-style-type: none"> <li>Consider developing a master plan for the Eastern Avenue corridor and immediately adjacent areas. The master plan may consider land use and zoning, transportation, and economic development initiatives.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Establish and evaluate standards for one or more mixed-use zoning districts.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Identify ways to improve development, planning, and building services. This might include finding ways to improve permit processing timelines, developing educational materials of FAQs about the development process, and/or improving day-to-day communication procedures with developers and property owners.</li> </ul>	Ongoing
<ul style="list-style-type: none"> <li>Evaluate codifying design standards for business parks.</li> </ul>	Mid-term
<ul style="list-style-type: none"> <li>Evaluate the effectiveness of criteria considered when evaluating applications to convert single-family homes into multi-unit complexes (i.e., to mitigate against any potential, negative impacts such as parking or traffic issues).</li> </ul>	Near-term
<b>Intergovernmental Cooperation</b>	
<ul style="list-style-type: none"> <li>Develop a list of resources and services that are formally or informally shared between entities.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>Regularly check in with entities that formally/informally share resources and services to enable clear communication about usage expectations.</li> </ul>	Ongoing / As needed
<ul style="list-style-type: none"> <li>Invite adjacent and overlapping communities (e.g., Sheboygan County, surrounding towns, City of Sheboygan and Sheboygan Falls) to attend meetings and workshops regarding topics with a regional focus or impact.</li> </ul>	Ongoing / As needed
<ul style="list-style-type: none"> <li>Share completed plans and project success summaries with adjacent and overlapping communities (e.g., Sheboygan County, surrounding towns, City of Sheboygan and Sheboygan Falls) as part of an ongoing initiative to improve communication and collaboration.</li> </ul>	Ongoing / As needed
<ul style="list-style-type: none"> <li>Develop extraterritorial zoning agreements with adjacent towns.</li> </ul>	Mid-term

ACTION	PRIORITY
<b>Implementation</b>	
<ul style="list-style-type: none"> <li>Update Plymouth’s comprehensive plan every 10 years.</li> </ul>	2031 - 2032
<ul style="list-style-type: none"> <li>Hold community meetings and education efforts with the public, local schools, the media, and stakeholders to publicize planning projects and actions, identified in this plan and as they are implemented, to gather feedback.</li> </ul>	Ongoing / As needed
<ul style="list-style-type: none"> <li>Maintain a comprehensive plan web page or section (on the City of Plymouth’s website) that includes the adopted comprehensive plan, documentation of all comprehensive plan amendments, and updates and summaries of ongoing projects/actions related to the comprehensive plan.</li> </ul>	Near-term
<ul style="list-style-type: none"> <li>In addition to addressing matters of the comprehensive plan as they arise, the Plan Commission may select a meeting, at least once per year, to broadly discuss the comprehensive plan policies and actions on a reoccurring basis, to collect public comments (if applicable), and to otherwise discuss potential issues or conflicts with current practices (if any).</li> </ul>	Annually
<ul style="list-style-type: none"> <li>Evaluate future possibilities and issues when comprehensive plan amendments are requested, especially to the future land use map.</li> </ul>	Ongoing / As needed

## Evaluation and Monitoring

This section offers an explanation of how Plymouth can monitor and track progress toward achieving all aspects of the comprehensive plan.

This comprehensive plan should be reviewed annually. When amendments are required, needed, or proposed, the City of Plymouth should notify the public and affected property owners to provide them with an opportunity to comment on proposed amendments. Proposed comprehensive plan amendments should consider the likely and possible future use of the affected area and associated impacts (i.e., land supply, transportation, environmental, economic, and social impacts). Changes should reflect the policies and future land use plan.

As an added opportunity to monitor the plan, the City of Plymouth should consult with other governmental

agencies and neighboring communities to obtain their input, particularly on the actions recommended in this plan’s “Implementation” element.

At a minimum of once every ten years, the City of Plymouth should formally update its comprehensive plan, as required by statute. The update should provide an opportunity for public and stakeholder input, a public hearing with a 30-day review period, and the adoption of the updated plan by ordinance.



